







# REPORT

ON

## SURVEY OF LABOUR CONDITIONS

IN

## RAILWAY WORKSHOPS IN INDIA

1961-62



LABOUR BUREAU,  
MINISTRY OF LABOUR & EMPLOYMENT  
GOVERNMENT OF INDIA



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## PREFACE

Industrial labour and its problems have been subject of interest, though varying in degree and extent, ever-since India entered the industrial field over a century ago. Today, this interest has shifted from prevention of exploitation of labour to providing a fair deal and opportunities for a fuller life to labour. The growing realisation of this approach to problems of labour in India, in the context of present-day planned economic development of the country, is provided a sound base by the Surveys that reveal true conditions of labour.

The last detailed survey on a country-wide basis of the working and living conditions of industrial labour was conducted by the Labour Investigation Committee, appointed by the Government of India in 1944. The years that followed witnessed far-reaching changes in the set-up of the country, its basic policies and national objectives. As a result, the long-term strategy for economic and industrial advance recognises the well-being of the working class as an essential factor in the overall stability and progress of the country. The adoption of this policy, in the changed circumstances of the country, has brought about a new awakening in the ranks of labour and afforded them much relief in various directions through legislation and other measures.

In order to assess the impact of these measures on the industrial labour and to appraise their present conditions, a scheme for a comprehensive Survey of Labour Conditions was incorporated in the Second Five Year Plan, and its execution was entrusted to the Labour Bureau. The Survey was conducted according to a phased programme in 46 industries. This report presents data regarding the Railway Workshops covered under the Scheme during 1961-62.

The present Survey differs considerably from similar investigations in the past in matters of design, scope and presentation of data. It has also certain distinguishing features. For example, it furnishes data separately for large and small establishments in various industries, makes a limited study of labour cost in relation to the benefits and amenities that the workers now enjoy, seeks to fill the gap in the statistics of labour turnover and absenteeism in the factory industries and provides first hand information on certain important aspects of labour-management relations. Attempt has also been made to collect and interpret data on certain conventional items in a more meaningful way. In the presentation of the data, the effort, has been to reduce the information into quantitative terms so as to serve as a bench-mark for purposes of evaluation of changes at a future date. Recourse to general description has been resorted to only where the other type of treatment was not possible.

In a survey of this magnitude, it was but natural that many problems had to be faced both in planning as well as execution. Most of these flowed from non-availability of up-to-date frames and absence or improper maintenance of records in many establishments. In many cases, the field staff had almost to build up the required statistics



from various sources. This naturally imposed a heavy demand on the managements and the Bureau is deeply indebted to them for their whole-hearted co-operation. The co-operation and valuable assistance received from associations of employers and workers, Labour Commissioners as well as Chief Inspectors of Factories and other officials of State Labour Departments is also gratefully acknowledged.

The debt of gratitude that I owe to the Central Statistical Organisation and the Chief Adviser of Factories for evincing keen interest in the Survey and rendering technical advice on various matters is indeed great. I am also thankful to the Employment Division of the Planning Commission for examining the schedules and instructions and offering useful suggestions. I am equally grateful to the Bureau of Labour Statistics U.S.A., Social Surveys Division, Ministry of Labour and Social Service, U.K., Economics and Research Branch, Department of Labour, Canada, and Labour Statistics and Research Division, Ministry of Labour, Japan, whose advice was sought on several technical matters.

The primary responsibility for conducting this Survey was ably borne by Shri B. N. Srivastava, Deputy Director, whose experience and application came into full play in this assignment. On various statistical problems arising out of the Survey, the requisite technical advice was provided by other officers at Headquarters. This Report was drafted by Dr. J. N. Mongia who received valuable assistance from Shri K. L. Lamba, Investigator Grade I, Sarvashri R. C. Madan, and O. P. Oberoi. Computers assisted in computation of data. The field investigations were carried out by Sarvashri R. D. Aggarwal, R. K. Kapoor, B. Raghavan, S.N.P. Yadav, A. K. Mitra, S. K. Rao, P. C. Agarwal, K. C. Agrawala, A. S. Parmar, S. M. Shinh, A. Chatterjee and A. K. Anand under the supervision of Sarvashri H. G. Gupta, K. Lakshminarayanan, Harbans Singh Harar, Kirpal Singh and N. K. Sharma. To them all my thanks are due.

The views expressed in this report are not those of the Ministry of Labour and Employment, Government of India.

LABOUR BUREAU, SIMLA.

Dated, the 3rd November, 1965.

K. C. SEAL

Director

## CHAPTER I

### INTRODUCTION

#### 1.1. *Growth and Location of the Industry—*

In India, the Railway Workshop Industry is over a century old as its inception is traceable to 1853 when railways were introduced in India for the first time. Being essential for the proper maintenance and further expansion of railways, the growth of the Railway Workshop Industry has been obviously linked with the development of Indian Railways. World War II proved instrumental in accelerating the development of the Industry, since due to import difficulties experienced during this War, the manufacture of certain components of passenger coaches like axles, wheels, under frames, etc., which were being imported previously was also taken up by the railway workshops. During the post-Independence period and particularly, with the usherance of an era of planned economic development in the country when the Indian Railways were called upon to meet the diversified needs of a fast developing nation, the Industry as a part of Indian Railways received a great fillip to its growth. By 1951, there were 103 railway workshops with an average daily employment of about 1.12 lakh employees.\* Chittaranjan Locomotive Works at Chittaranjan in West Bengal and Integral Coach Factory at Perambur near Madras, set up in 1948 and 1952 respectively, for making Indian Railways self-sufficient in their vital need of locomotives and passenger coaches, are important land-marks in the development of the Railway Workshop Industry. The Industry is keeping in operation the largest railway system in Asia which had a total route kilometrage of about 57,089† in March, 1962. In terms of employment potential, the Industry occupies no mean position in the country. During 1962, there were 138 railway workshops in the country with an average daily employment of nearly 1,56,000.\* Thus between 1951 and 1962 whereas the number of workshops increased by about 34 per cent., the employment had gone up by nearly 39 per cent. Statement 1.1 shows the State-wise distribution of railway workshops together with the average number of workers employed therein during 1962

It would be seen from the Statement (1.1) that railway workshops are scattered throughout the country. However, the States in which the number of workers employed in railway workshops is considerable are West Bengal, Uttar Pradesh, Maharashtra and Madras, accounting for about 22, 17, 15 and 12 per cent. of the total employment in the Industry, respectively.

\* Covered under the Factories Act, 1948.

† Report by the Railway Board on Indian Railways for 1961-62, P.

## STATEMENT 1.1

*State-wise Distribution of Railway Workshops and Number of Workers Employed therein*

(During 1962)

Serial No.	State						Number of Workshops*	Average Daily Employment †
1	2						3	4
1	Andhra Pradesh	..	..	..	..	..	2	4,082
2	Assam	..	..	..	..	..	9	3,638
3	Bihar	..	..	..	..	..	7	13,365
4	Gujarat	..	..	..	..	..	13	7,552
5	Kerala	..	..	..	..	..	1	137
6	Madras	..	..	..	..	..	5	19,451
7	Madhya Pradesh	..	..	..	..	..	4	225
8	Maharashtra	..	..	..	..	..	27	22,640
9	Mysore	..	..	..	..	..	6	6,126
10	Orissa	..	..	..	..	..	3	587
11	Punjab	..	..	..	..	..	5	6,411
12	Rajasthan	..	..	..	..	..	9	12,221
13	Uttar Pradesh	..	..	..	..	..	21	25,986
14	West Bengal	..	..	..	..	..	26	33,552
Total							138	1,56,003

\*Registered under the Factories Act, 1948.

†Covered under the Factories Act, 1948.

Source—Annual Returns under the Factories Act, 1948.

1.2. *Genesis of the Survey—*

The first comprehensive survey of conditions of labour in various industries in India on a country-wide basis was conducted by the Royal Commission on Labour during 1929—31. Its report and findings formed the basis of various ameliorative measures. After a lapse of over a decade, i.e., in 1944, the Government of India appointed another committee, viz., the Labour Investigation Committee, to enquire into

the conditions of labour in all important industries. The Committee conducted detailed investigations in 38 industries during 1944-45 and, besides a main report on labour conditions in general, published individual reports in respect of various industries. They also studied labour conditions prevailing in railway workshops as a branch of the Engineering Industry.\* These reports proved to be a useful source of information required for the formulation of labour policy. The years that followed witnessed many changes of far-reaching significance. For instance, many legislative measures were adopted to improve working and living conditions and several schemes were introduced for promoting welfare and social security of workers. The setting up of the adjudication machinery also led to improvement in conditions of work and wages in various industries. Above all, the attainment of Independence by the country gave a new status to the working classes. In view of these developments, the Ministry of Labour as well as the Planning Commission considered it necessary that a fresh comprehensive survey of labour conditions in various industries should be conducted so that it may be possible to assess the effects of the various measures adopted in the past and obtain a precise picture of the existing conditions and problems of labour for purposes of deciding the future course of action. Accordingly, a scheme for the conduct of a Survey of Labour Conditions was included in the Second Five Year Plan, and the Labour Bureau was entrusted with the execution of the scheme.

### 1.3. *Scope and Design—*

A note attached to the Report (Appendix) gives details relating to the sample design and method of estimation adopted. The Survey was confined to all the railway workshops registered under the Factories Act, 1948. Since these workshops were scattered throughout the country and there were no specific pockets of concentration, it was considered desirable to have only one stratum viz., All-India.

Earlier investigations had indicated the existence of wide variations in conditions of work and standard of welfare and amenities, etc., in establishments of different size-groups in various industries. It was, therefore, considered desirable to collect data separately for establishments of different sizes. In the light of the resources available and from the point of view of practicability, it was decided that for the purposes of the Survey, units of the Industry may be divided into two size groups—large and small. For this purpose, the cut-off point chosen was 1,185 which was approximately equal to the average size of employment in the Industry. The sampling fraction adopted was 25 per cent. for all large-size workshops and 12.5 per cent. for small-size workshops. Further details relating to sample design and method of estimation appear in the Appendix.

Statement 1.2 shows the number of railway workshops together with the number of workers employed therein (a) in the frame, (b) in the sample, and (c) in the sample actually covered.

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\* Report on an Enquiry into Conditions of Labour in the Engineering and Minerals and Metals Industries in India, Chapter IV.

## STATEMENT 1.2

*Number of Railway Workshops and Persons Employed Therein*

Size Group	In the Frame (1959)*		In the Sample Selected		In the Sample Ultimately Covered	
	Number of Workshops	Number of Workers Employed	Number of Workshops	Number of Workers Employed	Number of Workshops	Number of Workers Employed
1	2	3	4	5	6	7
1. Large Workshops ..	33	1,34,836	9	42,865	9 (27.27)	42,865 (31.79)
2. Small Workshops ..	97	24,502	12	2,906	11 (11.34)	2,884 (11.77)
3. All Workshops ..	130	1,59,338	21	45,771	20 (15.38)	45,749 (28.71)

\* The sample was drawn from the factories list 1959, as registered under the Factories Act. For a few States for which these lists were not available at the time of drawing the sample, 1958 lists were used for the purpose.

Note - Figures within brackets in columns 6 and 7 are percentages to total number of workshops and workers as given in columns 2 and 3 respectively.

From the figures given in the Statement (1.2), it would be seen that the survey ultimately covered nearly 15 per cent. of railway workshops and about 29 per cent. of workers employed therein. Since only those workshops which featured in the frame were included in the sample and it was not possible to take into account new workshops which came into being till the start and during the period of the Survey, the information given in this Report should be treated to relate to conditions in railway workshops which were in existence during the period to which the frame relates i.e., 1959, and which continued to exist till the time of the Survey.

The data were collected by personal visits of the specially trained field staff of the Bureau. With a view to testing the schedule\* and instructions prepared for the Survey as also to impart practical training to the field staff, a pilot enquiry was conducted in September, and October, 1959. On the basis of the experience gained during the pilot enquiry as also during the first round of the Survey conducted in some of the industries during 1960-61, the schedule and instructions were suitably revised. The field enquiry was launched in July, 1961 and ended in August, 1962. Hence the information given in this Report, except where mentioned otherwise, should be treated to relate to this period.

\* The schedule used for the Survey has been published in the Reports on the Survey of Labour Conditions in the Silk and Jute Industries.

## CHAPTER II

### EMPLOYMENT

The Railway Workshop Industry, an ally of Indian railways, is rich in employment potential as is evidenced by the fact that, during 1962, it provided employment to about 1.56 lakh workers\*. In fact, the first two Five-Year Plans have witnessed a significant increase in the Industry's employment potential since, in 1951, the Industry employed only 1.12 lakh workers\*. Thus, during this period of a little more than a decade, the employment had increased by nearly 39 per cent.

During the present Survey, in order to ensure comparability, data in respect of employment were collected from the sampled establishments for a prefixed date, i.e., 30th June, 1961. On the basis of these data, the total employment strength of the railway workshops, registered under the Factories Act, has been estimated to be about 1.77 lakh as on 30th June, 1961. This estimate, however, differs from the statistics furnished under the Factories Act (i.e., about 1.51 lakh) for the year 1961. The main reason for the difference between these two figures is that whereas the former includes even those employees who, though employed in registered workshops, were not deemed to be covered under the Factories Act—their number being 16,470—the latter does not take into account such employees. Besides, while the former represents the estimates based on the actual number of persons on roll on a particular date, the latter is the average daily employment for the whole year.

#### 2.1. *Composition of the Working Force—*

##### 2.1.1. *Distribution by Broad Occupational Groups—*

For the purposes of the present Survey, the classification used was the International Standard Classification of Occupations recommended by the I.L.O. Accordingly, workers were classified into the following categories:—

- (a) Professional, Technical and Related Personnel.
- (b) Administrative, Executive and Managerial Personnel.
- (c) Clerical and Related Workers (including supervisory).
- (d) Production and Related Workers (including supervisory).
- (e) Watch and Ward and Other Services

Statement 2.1 gives details in respect of the number of workers on roll in the above-mentioned occupational groups as revealed by the Survey.

The Statement shows that an overwhelming majority of the working force in the Railway Workshop Industry belonged to the group 'Production and Related Workers' (including supervisory), their percentage to the total being nearly 93. 'Clerical and Related Workers' (including supervisory) constituted about 3 per cent., 'Professional, Technical and Related Personnel' and 'Watch and Ward,

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\* Covered under the Factories Act.

and other Services' comprised the rest. The proportion of 'Administrative, Executive and Managerial Personnel', was quite low. As regards the two size-groups, the proportion of 'Professional, Technical and Related Personnel' was notably higher in large workshops than in the small ones.

### STATEMENT 2.1

#### *Estimated Percentage Distribution of Workers\* by Broad Occupational Groups in the Railway Workshop Industry*

(June, 1961)

Size Group	Total Number of Workers	Pro- fessional, Technical and Related Personnel	Adminis- trative, Executive and Managerial Personnel	Clerical and Related Workers (including Super- visory)	Production and Related Workers (including Super- visory)	Watch & Ward and Other Services
1	2	3	4	5	6	7
1. Large Workshops ..	1,51,549	2.2	0.1	3.4	92.4	1.9
2. Small Workshops ..	25,659	0.8	0.3	3.9	92.9	2.1
3. All Workshops ..	1,77,208	2.0	0.1	3.5	92.5	1.9

\* Covered and not covered under the Factories Act

#### *2.1.2. Distribution of Workers by 'Covered' and 'Not Covered' under the Factories Act—*

According to the Factories Act, 1948, a 'worker' has been defined as "a person employed directly or through any agency, whether for wages or not, in any manufacturing process, or in cleaning any part of the machinery or premises used for a manufacturing process, or in any other kind of work incidental to, or connected with, the manufacturing process, or the subject of manufacturing process". During the course of the Survey, it was observed that there was no strict uniformity with regard to the interpretation of the above definition of 'worker' and, consequently, while some units had included certain categories of workers, among those covered under the Factories Act, others tended to exclude them. Such workers as were not covered under the Factories Act, formed about 9 per cent. of the total. Details of workers 'covered' and 'not covered' in different occupational groups are given in Statement 2.2.

It would be seen that excepting 'Production and Related Workers', a majority of the workers belonging to other occupational groups were not covered under the Factories Act. Their proportion

was the highest in the group 'Administrative, Executive and Managerial Personnel' (about 82 per cent.) followed by 'Clerical and Related Workers' (about 78 per cent.), 'Watch and Ward and Other Services' (about 67 per cent.), and 'Professional, Technical and Related Personnel' (about 51 per cent.). As regards 'Production and Related Workers' (including supervisory), almost all of them were covered under the Factories Act. However, a small proportion of them who were 'not covered' under the Act (i.e., about 5 per cent.) were found to be employed in a few of the large workshops on a casual basis or in a supervisory capacity such as foremen, etc. The proportion of workers not covered under the Act was higher in large workshops (about 10 per cent.) than in the small ones (nearly 5 per cent.).

### STATEMENT 2.2

*Estimated Percentage Distribution of Workers by 'Covered' and 'Not Covered, under the Factories Act, 1948, in the Railway Workshop Industry*

(June, 1961)

Size Group	Professional, Technical and Related Personnel		Administrative, Executive and Managerial Personnel		Clerical and Related Workers (including Supervisory)	
	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered
	2	3	4	5	6	7
1	2	3	4	5	6	7
1. Large Workshops ..	50.3	49.7	5.5	94.5	24.2	75.8
2. Small Workshops ..	23.8	76.2	37.9	62.1	12.1	87.9
3. All Workshops ..	48.8	51.2	17.6	82.4	22.2	77.8

Size Group	Production and Related Workers (including Supervisory)		Watch and Ward and Other Services		Total	
	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered
	8	9	10	11	12	13
1	8	9	10	11	12	13
1. Large Workshops ..	94.7	5.3	29.7	70.3	90.0	10.0
2. Small Workshops ..	100.0	—	47.8	52.2	94.7	5.3
3. All Workshops ..	95.5	4.5	32.6	67.4	90.7	9.3



## 2.2. Employment of Women—

The Labour Investigation Committee had observed during the course of their investigation that only a few women had been employed in 4 out of the 45 workshops surveyed by them. These women workers had been employed as sweeper and coolies. During the present Survey also, employment of women in the Industry was found to be insignificant. Though employed in about 10 per cent. of the workshops they formed a negligible proportion of the total workers in the Industry. Nearly 80 per cent. of the women workers were employed in large workshops. Details appear in Statement 2.3.

### STATEMENT 2.3

#### *Estimated Proportion of Women Workers in the Railway Workshop Industry*

(June, 1961)

Size Group	Number of Workshops*	Percentage of Workshops Employing Women	Total Number of Workers† Employed	Percentage of Women Workers (of Col. 4)	Percentage of Women Workers to the Total Women Workers in the Industry
1	2	3	4	5	6
1. Large Workshops ..	33	11.1	1,51,549	0.4	80.2
2. Small Workshops ..	92	9.1	25,659	0.5	19.8
3. All Workshops ..	125	9.6	1,77,208	0.4	100.0

\* The number of workshops given here differs from that given in Statement 1.2 due to the act that only those workshops were covered which continued to exist till the time of the Survey.

† Both Covered and Not Covered under the Factories Act.

About 76 per cent. of the women employed belonged to the group 'Production and Related Workers'. Those employed for 'Watch and Ward and Other Services' constituted about 20 per cent. The rest of the women workers belonged mostly to the group 'Clerical and Related Workers' and only a few were employed as 'Administrative, Executive and Managerial Personnel'. A significant difference was noticed in the pattern of employment of women in large and small workshops. While in large workshops about 95 per cent. of the women workers were employed as 'Production and Related Workers', in small workshops, on the other hand, about 94 per cent. of them were engaged for 'Watch and Ward and Other Services'.

Women employed on production processes were usually engaged as unskilled labourers for carrying load from one place to another in various departments and for general manual work. Women workers belonging to 'Watch and Ward and Other Services' had been employed for sweeping and cleaning purposes for which they were, reportedly, particularly suitable. No special reasons were reported for the employment of women in the Industry except that they had been engaged at a time when there was shortage of labour and continued to be in employment since then.

### 2.3. Child Labour—

As observed by the Labour Investigation Committee also at the time of their enquiry, none of the railway workshops surveyed during the present Survey were found to be employing child labour.

### 2.4. Time and Piece-rated Workers—

The piece-rate system of payment was not prevalent in any of the railway workshops visited during the course of the Survey and all the workers employed were time-rated.

### 2.5. Contract Labour—

The practice of engaging workers through contractors was not in vogue in the Industry as none of the workshops surveyed was found employing such workers at the time of the Survey.

### 2.6. Employment Status—

During the course of the Survey, information pertaining to classification of 'Production Workers' into different categories of employment status, was collected. Such information appears in Statement 2.4.

#### STATEMENT 2.4

#### *Estimated Percentage Distribution of 'Production and Related Workers' by Employment Status in the Railway Workshop Industry*

(June, 1961)

Size Group		Total Number of Production workers*	Percentage of					Appren- tices
			Perma- nent Workers	Proba- tioners	Tempo- rary Workers	Badlis	Casual Workers	
1		2	3	4	5	6	7	8
1. Large Workshops	..	1,32,688	88.8	0.5	7.3	—	0.1	3.3
2. Small Workshops	..	23,838	72.3	—	24.1	—	1.2	2.4
3. All Workshops	..	1,56,526	86.3	0.4	9.9	—	0.3	3.1

\* Covered under the Factories Act.

The Statement shows that, in the Industry as a whole, nearly 86 per cent. of the 'Production Workers' were permanent and about 10 per cent. temporary. Apprentices, probationers and casual workers constituted the rest. The system of engaging *badli* workers, was not prevalent in any of the units surveyed. It was further observed that casual workers who, of course, were not very many, were being accorded a preferential treatment in the matter of adjustment against future regular vacancies. As between the two size-groups of workshops, the proportion of temporary workers was far higher in small workshops (24 per cent.) than in large ones (7 per cent.).

## 2.7. Length of Services—

During the present Survey, statistics relating to length of service of 'Production and Related Workers' (including supervisory) employed directly by the managements and covered under the Factories Act were collected. Information thus collected appears in Statement 2.5.

### STATEMENT 2.5

*Estimated Percentage Distribution of 'Production and Related Workers' according to Length of Service in the Railway Workshop Industry*

(June, 1961)

Size Group	Total Number of Production Workers*	Percentage Distribution of Workers with Length of Service of				
		Under 1 year	1 year but under 5 years	5 years but under 10 years	10 years but under 15 years	15 years and above
1	2	3	4	5	6	7
1. Large Workshops ..	1,32,688	1.0	23.1	24.3	17.1	34.5
2. Small Workshops ..	23,838	6.5	15.3	26.4	23.9	27.9
3. All Workshops ..	1,56,526	1.9	21.9	24.6	18.1	33.5

\* Covered under the Factories Act.

It is noteworthy that, in the Industry, as a whole, nearly 33 per cent. of workers had more than 15 years' and another 18 per cent. more than 10 years' but under 15 years' service to their credit as on 30th June, 1961. This could be, probably, attributed to better conditions of service and security of employment in this particular Industry which is almost entirely owned, operated and managed by the Government. Only a few workers had less than one year's service and they were mostly casual or temporary workers. The proportion of such workers was higher in the small workshops than in the large ones.

## 2.8. Absenteeism—

Data pertaining to absenteeism i.e., authorised and unauthorised absences with or without pay were collected only in respect of 'Production Workers' employed directly excluding *badli* and casual workers. Information collected for 12 months, from July, 1960 to June, 1961, is presented in Statement 2.6.

### STATEMENT 2.6

*Estimated Absenteeism Rate\* in the Railway Workshop Industry†*  
(July, 1960 to June, 1961)

Month	Size Group		
	Large Workshops	Small Workshops	All Workshops
1	2	3	4
<i>1960—</i>			
July	14.9	16.6	15.1
August	12.3	12.1	12.3
September	12.8	12.4	12.7
October	13.4	11.6	13.1
November	14.1	12.9	13.9
December	15.3	14.0	15.1
<i>1961—</i>			
January	16.8	14.5	16.5
February	17.6	15.0	17.3
March	16.9	14.7	16.6
April	17.6	15.4	17.3
May	18.3	18.2	18.3
June	18.2	16.8	18.0
Average 1960-61	15.7	14.6	15.5

\*Percentage of man-days lost to the man-days scheduled to work.

† For 'Production Workers' covered under the Factories Act.

In the Industry, as a whole, the absenteeism rate ranged from 12.3 per cent. in August, 1960 to 18.3 per cent. in May, 1961, the average for the period from July, 1960 to June, 1961, being 15.5 per cent. As between large and small workshops, there was no appreciable difference in the rate of absenteeism, the respective rates being 15.7 and 14.6 per cent.

Since managements generally did not keep any records of causes of absenteeism, it was not possible to collect statistics of absences by causes. However, from such general information as could be collected, it appears that absences were generally due to harvesting and sowing seasons, sickness, marriage and other social functions and festivals, etc. Variations in the absenteeism rate from month to month could be attributed to these factors.

None of the units surveyed had adopted any special measure to curb absenteeism. Of course, for unauthorised absences, disciplinary action could be taken under the Railway Rules.

## 2.9. Labour Turnover—

Data in respect of labour turnover were also collected for the same categories of workers as in the case of absenteeism. Based upon the results of the Survey, Statement 2.7 gives the rates of accession and separation for a period of 12 months i.e., from July, 1960 to June, 1961.

## STATEMENT 2.7

*Estimated Monthly Rates of Accession and Separation in Percentages  
in the Railway Workshop Industry  
(July, 1960 to June, 1961)*

Month	Rate of Accession			Rate of Separation		
	Large Work-shops	Small Work-shops	All Work-shops	Large Work-shops	Small Work-shops	All Work-shops
1	2	3	4	5	6	7
<b>1960—</b>						
July .. ..	0.1	0.2	0.1	1.0	0.5	0.9
August .. ..	0.7	0.5	0.7	0.2	*	0.2
September .. ..	0.1	0.4	0.1	0.1	0.1	0.1
October .. ..	0.3	0.2	0.3	0.2	0.2	0.2
November .. ..	0.1	0.2	0.1	0.2	0.3	0.2
December .. ..	0.1	0.8	0.2	0.2	0.2	0.2
<b>1961—</b>						
January .. ..	0.1	*	0.1	0.2	0.3	0.2
February .. ..	0.1	0.3	0.1	0.2	0.3	0.2
March .. ..	0.1	1.4	0.3	0.2	0.6	0.2
April .. ..	0.1	0.5	0.2	0.2	0.1	0.2
May .. ..	0.2	0.9	0.3	0.2	0.1	0.2
June .. ..	0.1	0.7	0.2	0.3	0.3	0.3
Average of 12 months	0.2	0.5	0.2	0.3	0.3	0.3

\*Less than 0.05.

Probably due to comparatively attractive service conditions, there was not much turnover of workers in the railway workshops. As would be seen from Statement 2.7, the overall average monthly accession and separation rates during the period from July, 1960 to June, 1961 were quite low, being of the order of about 0.2 and 0.3 per cent. respectively. A special mention may be made, however, of the unusually high separation rate for July 1960, as compared to the same for other months. Enquiries have revealed that in some of the large workshops surveyed, a large number of workers had been discharged during this month on account of an illegal strike. Since most of the workers were reinstated in the following month, this in turn accounted for the high rate of accession in August, 1960. In other months, both the accession and separation rates were more or less uniform. As between large and small workshops, while there was no difference in rate of separation, the rate of accession was higher in the latter during the reference period. Statistics of separations by causes were also collected and details appear in Statement 2.8.

## STATEMENT 2.8

*Estimated Percentage Distribution of Separations by Causes in the Railway Workshop Industry*

(July, 1960 to June, 1961)

Size Group				Causes		
				Discharge or Dismissal	Quits	Retirement or Death
1				2	3	4
1. Large Workshops	..	..	..	45.7	16.3	38.0
2. Small Workshops	..	..	..	46.7	11.2	42.1
3. All Workshops	..	..	..	45.8	15.6	38.6

It is estimated that, during the period from July, 1960 to June, 1961, nearly 46 per cent. of the total separations were due to discharges or dismissals, nearly 39 per cent. on account of retirement or death and the rest were accounted for by quits\*.

2.10. *System of Recruitment—*

About the system of recruitment prevalent at the time of their enquiry, the Labour Investigation Committee observed, "In the case of inferior staff, such as coolies, sweepers, etc., recruitment is direct, while for skilled jobs, suitable persons are generally selected from among the lower grades and from apprentices. In many cases, a Selection Board nominated by the Chief Mechanical Engineer selects the candidates, for technical jobs. Preference is given to sons of railway employees".†

During the course of the present Survey, information was collected as to how the workers in employment on the specified date (i.e. 30-6-61) had been recruited. Data collected reveal that the practice of recruiting workers through intermediaries like Mistries, Jobbers, or Labour Contractors, etc., was not in vogue in the Railway Workshop Industry as none of the workers were found to have been so recruited. The popular practice was to recruit workers through advertisement, either direct by the employer or through Railway Service Commission/Union Public Service Commission. This system accounted for the recruitment of about 30 per cent. of the workers. Nearly 24 per cent. of the workers had been recruited at the factory gate, an equal proportion through departmental heads or labour officer, about 15 per cent. through departmental promotions and the rest (7%) through employment exchanges. The system of recruiting

\*Quits are termination of employments initiated by employees because of acceptance of jobs elsewhere, dissatisfaction, marriage, maternity, ill health, unauthorised absences, etc

† 'Report on An Enquiry into Conditions of Labour in the Engineering and Minerals and Metal Industries in India', p. 125.

workers through advertisements, departmental promotions, employment exchanges or departmental heads was more common among large workshops. In small workshops, on the other hand, a majority of the workers had been recruited at the factory gate.

### 2.11. *Training and Apprenticeship—*

Regular apprenticeship schemes were found to be existing in about 53 per cent. of the railway workshops, consisting of all large and about 36 per cent. of the small workshops surveyed. The two main categories of apprentices for which the training facilities existed were Apprentice Mechanics and Trade Apprentices. Apprentice Mechanics were being recruited through Railway Service Commission and all those who had passed matriculation or some equivalent examination were eligible for selection. The period of training for this category of apprentices was 5 years during which they were paid a stipend in the scale of Rs. 55—3—67 plus dearness allowance (including dearness pay) of Rs. 55 per month. Trade Apprentices, to be trained in various trades, were being recruited at the workshop level and all those who had passed Class VIII or had acquired equivalent qualifications were eligible for selection. Their period of training varied from 3½ years to 5 years during which they were paid a stipend in the scale of Rs. 35—1—39 plus dearness allowance (including dearness pay) of Rs. 45 per month. All categories of apprentices were required to sign agreements which governed the conditions of their apprenticeship. Though there was no guarantee of employment on successful completion of training, the apprentices were generally absorbed against the vacancies available. This was evidently possible since only that number of apprentices was recruited which was likely to be absorbed. It is estimated that, on 30-6-61, about 6,165 apprentices were receiving training in the Railway Workshop Industry.

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## CHAPTER III

### WAGES AND EARNINGS

#### 3.1. *Wage Revisions—*

With a view to studying the recent changes in wage structure in the Industry, information regarding the number and method of wage revisions\* that took place in each of the sampled establishments, since 1956, was collected. The available data show that, since 1956, wages had been revised in all the Government railway workshops in compliance with the recommendations made by the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees appointed by the Government of India in 1957. Accordingly, an interim relief of Rs. 5 per month was allowed to all employees, drawing basic pay not exceeding Rs. 250 per month, with effect from 1st July, 1957. This temporary increase, however, ceased to be operative since 1st July, 1959 when the entire wage structure was revised in the light of the final Report of the Commission. The change effected in the wages of the lowest-paid workers i.e., unskilled workers, was as follows:

<i>Before Revision</i>	<i>After Revision</i>
Basic Pay Rs. 30-½-35	Rs. 70-1-80-EB-1-85.
Dearness Pay Rs. 20	—
Dearness Allowance Rs. 25	Rs. 10.

#### 3.2. *Pay Periods—*

Information collected during the present Survey, as also observed by the Labour Investigation Committee at the time of their enquiry, shows that all workers employed in railway workshops were receiving their pay packets every month.

#### 3.3. *Earnings—*

During the course of the Survey, information relating to man-days worked and the basic wages, dearness allowance and other allowances earned by workers during a pay period immediately preceding the specified date (i.e., 30th June, 1961) was collected from each of the sampled units. Data were collected in respect of workers covered under the Factories Act according to the broad categories of 'All Workers', 'Production Workers', lowest-paid 'Production Workers', 'Clerical and Watch and Ward and Other Services'. Since 'Production Workers' constituted bulk of the working force, information in respect of such workers was collected separately for men and women†. Data relating to earnings of workers by occupation were, however, not collected as the Labour Bureau had already conducted a detailed Occupational Wage Survey in 1958-59.

\*Only those wage revisions which affected at least 25 per cent. of the employees in the sampled unit were taken into account.

†No children were found employed in the Industry at the time of the Survey and, as such data could not be collected for the same.



### 3.3.1. Earnings of 'All Workers' and 'Production Workers'—

On the basis of the information collected, it is estimated that in June, 1961, the average daily earnings of 'All Workers' in the Railway Workshop Industry were Rs. 6.63. Details appear in Statement 3.1.

**STATEMENT 3.1**  
**Estimated Average Daily Earnings of Workers in the Railway Workshop Industry**  
**(June, 1961)**

(In Rupees)

Size Group	All Workers	Production Workers		
		Men	Women	All
1	2	3	4	5
1. Large Workshops ..	6.76	6.63	4.14	6.62
2. Small Workshops ..	5.95	5.93	3.79	5.93
3. All Workshops ..	6.63	6.52	4.14	6.51

It would be seen that 'Production Workers' earned, on an average, Rs. 6.51 per day, i.e., slightly less than 'All Workers'. The higher average daily earnings of 'All Workers' were obviously due to higher pay received by 'Managerial, Technical and Administrative Personnel' included in this group. Among the 'Production Workers', the average daily earnings of women workers were Rs. 4.14 only i.e., 64 per cent. of those of men. This could be mainly due to the fact that while the male 'Production Workers' included even highly skilled workers and supervisors, women 'Production Workers' were employed only on low-paid jobs. It would be further seen that workers employed in large workshops were earning more than their counterparts employed in the small ones, the difference being of the order of about 12 per cent. in the case of 'All Workers', and about 10 per cent. in the case of 'Production Workers'.

### 3.3.2. Lowest-Paid 'Production Workers'—

Data in respect of the earnings of the lowest-paid 'Production Workers' were collected separately. Such workers were generally found to be employed as unskilled *Khalasis*, hammermen or cleaners. The average daily earnings of the lowest-paid 'Production Workers' *vis-a-vis* 'All Workers' and 'Production Workers' are given in Statement 3.2.

It would be seen from Statement 3.2 that the average daily earnings of the lowest-paid 'Production Workers' were Rs. 3.93 per day, i.e., about 40 per cent. less than those of 'Production Workers'. As in the case of 'All Workers' and 'Production Workers' the average daily earnings of lowest-paid 'Production Workers' were higher in large workshops (Rs. 3.96) than in the small ones (Rs. 3.79).

## STATEMENT 3.2

*Estimated Average Daily Earnings of Lowest-Paid Production Workers in the Railway Workshop Industry.*

(June, 1961)

(In Rupees)

Size Group	Average Daily Earnings of		
	Lowest-Paid Production Workers	Production Workers	All Workers;
1	2	3	4
1. Large Workshops .. .. .	3.96	6.62	6.76
2. Small Workshops .. .. .	3.79	5.93	5.95
3. All Workshops .. .. .	3.93	6.51	6.63

**3.3.3. Earnings of Clerical and Watch and Ward Staff—**

Information about the average daily earnings of 'Clerical Employees' and 'Watch and Ward Staff and Other Services' was also collected and is given in Statement 3.3.

## STATEMENT 3.3

*Estimated Average Daily Earnings of Clerical and Watch and Ward Staff in the Railway Workshop Industry.*

(June, 1961)

(In Rupees)

Size Group	Clerical and Related Workers (including Supervisory Staff)		Watch and Ward and Other Services
1	2	3	
1. Large Workshops .. .. .	10.11	3.87	
2. Small Workshops .. .. .	7.01	4.10	
3. All Workshops .. .. .	9.80	3.92	

The 'Clerical and Related Workers' (including supervisory staff) were earning on an average Rs. 9.80 per day. Their earnings in large workshops were higher (Rs. 10.11) than in small ones (Rs. 7.01). Thus, on an average, 'Clerical and Related Workers' earned much more than

'All Workers' and 'Production Workers'. The average daily earnings of persons employed as 'Watch and Ward staff' were about Rs. 3.92. Their earnings were slightly higher in small workshops.

### 3.4. Components of Earnings—

Data in respect of earnings collected during the course of the Survey reveal that the earnings of the workers consisted primarily of basic wages and dearness allowance. The break-up of the total average daily earnings in respect of 'All Workers' is given in Statement 3.4.

#### STATEMENT 3.4

*Estimated Average Daily Earnings by Components of 'All Workers' in the Railway Workshop Industry.*

(June, 1961)

(In Rupees)

Size Group	Basic Earnings (Basic+ D.A. or consolidated)	Production/ Incentive Bonus	Night Shift Allowance	House Rent Allowance	Transport Allowance	Over-time Pay	Other Allowances	Money Value of Concessions in kind	Total
1	2	3	4	5	6	7	8	9	10
1. Large .. Workshops	6.00 (88.7)	0.10 (1.5)	0.02 (0.3)	0.35 (5.2)	—	0.15 (2.2)	0.14 (2.1)	—	6.76 (100.0)
2. Small .. Workshops	5.18 (87.1)	—	—	0.26 (4.4)	—	0.34 (5.7)	0.17 (2.8)	—	5.95 (100.0)
3. All .. Workshops	5.87 (88.5)	0.08 (1.2)	0.01 (0.2)	0.34 (5.1)	—	0.18 (2.7)	0.15 (2.3)	—	6.63 (100.0)

Note—Figures within brackets are percentages to total in column 10.

#### 3.4.1. Basic Earnings—

The basic earnings, i.e. the basic wages and the dearness allowance (where paid separately) or consolidated wages accounted for about 89 per cent. of the total average daily earnings of the workers employed in railway workshops. Their proportion in the two size-groups was almost the same.

Dearness allowance in addition to basic wages was being paid in all the units surveyed. In the government workshops, the rate of dearness allowance during June, 1961, was as follows:—

Basic Pay	Rate of Dearness Allowance
Basic pay below Rs. 150 per month .. .. .	Rs. 10 per month.
Basic pay of Rs. 150 or above but below Rs. 300 .. .. .	Rs. 20 per month.
Basic pay of Rs. 300 or above but below Rs. 320 .. .. .	The amount by which the pay falls short of Rs. 320.

It may be stated that casual workers, wherever employed, in these workshops were being paid only consolidated wages and dearness allowance was not being paid separately to them. In the only non-government railway workshop surveyed during the present Survey, the rate of dearness allowance paid varied between Rs. 34 to Rs. 51 per month according to income slabs.

### 3.4.2. *Production/Incentive Bonus—*

A scheme of payment by results known as piece-work system was in force in about 56 per cent. of the large workshops which accounted for about 15 per cent. of the workshops at the Industry level. Under this scheme, workers engaged on certain type of jobs were paid extra wages if they completed the job before the normal time fixed for it. The extra amount payable was proportionate to the time saved and the standard basic wages of the concerned category of workers. Supervisors of the level of Chargemen and essential indirect workers were being paid 80 per cent. of the average extra wages earned by direct workers supervised by them. It is estimated that, during June, 1961, earnings on account of extra payments under this scheme, in the Industry as a whole amounted to Re. 0.08 per day and formed only a small proportion of the total average daily earnings.

### 3.4.3. *Night Shift Allowance—*

Night shift allowance was being paid in only two of the large workshops surveyed, comprising nearly 6 per cent. of all workshops at the Industry level. It was payable to workers working during the hours 16.30 P.M. to 1.00 A.M.\* and who had been employed before 25-3-53. The rate of payment was 20 per cent. of the basic wages. In the Industry, as a whole, earnings on account of this component have been estimated at Re. 0.01 per day.

### 3.4.4. *House Rent Allowance—*

Next to basic earnings, house rent allowance was an important element of earnings of workers and on an average, amounted to about Re. 0.34 per day or nearly 5 per cent. of the total average daily earnings. Information collected further shows that house rent allowance was being paid to workers in about 54 per cent. of the units, all of which happened to be government workshops. The rate of house rent allowance in force varied according to the class of the city, where the workshop was located and was the same as applicable to Central Government employees.

### 3.4.5. *Transport of Conveyance Allowance—*

The Survey results show that transport or conveyance allowance was not being paid in any of the units surveyed.

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\*According to the concept of 'night shift' as adopted for the present Survey no night shift could be deemed to have been worked by the workers in these establishments. However, the managements of these units had adopted a different concept and, as such the details given above refer to these units only.

### 3.4.6. *Overtime Pay—*

Earnings accruing on account of overtime work have been estimated at Re. 0.18 per day or about 3 per cent. of the total average daily earnings. The share of this component was significantly higher in small workshops. (Statement 3.4).

### 3.4.7. *Other Allowances—*

The principal allowance accounting for this component of earnings was the city compensatory allowance which was being paid in government railway workshops only. The rate of payment varied according to income slabs and the class of the city where the workshop was located. However, it ranged between Rs. 5 to Rs. 75 per month. Other allowances, information about which was collected under this head, were washing allowance paid to office peons in a few workshops at a rate varying from Re. 0.75 to Rs. 1.50 per month and break-down allowance of Rs. 4 to Rs. 8 per month paid in only one of the workshops surveyed. The average daily earnings on account of all these allowances have been estimated at Re. 0.15 per day and formed only a small proportion of the total average daily earnings.

### 3.4.8. *Concessions in Kind—*

Concessions in kind were not being enjoyed by workers in any of the workshops surveyed.

### 3.5. *Bonuses—*

No bonus was being paid in any of the units surveyed.

### 3.6. *Fines and Deductions—*

According to the information collected during the Survey, fines for certain acts of omission or commission approved by the prescribed authority were being imposed on workers in about 32 per cent. of the workshops. The amount of fine imposed was within the limits prescribed by the Payments of Wages Act and it was usually being credited to the General Staff Benefit Fund set up for welfare of the workers. Register of fines as prescribed under the Payment of Wages Act, was not being maintained in about 21 per cent. of the workshops where the practice of imposing fines existed. Deductions from wages wherever made were in conformity with the Payment of Wages Act.

## CHAPTER IV

### WORKING CONDITIONS

#### 4.1. Shifts

Information collected shows that about 67 per cent. of the workshops were working one shift, about 27 per cent. two shifts and the rest were working three shifts daily. A significant difference was noticed between large and small workshops in this respect. While all large workshops were working more than one shift daily, nearly 91 per cent. of the small workshops were working on a single shift basis. Details appear in Statement 4.1.

#### STATEMENT 4.1

*Estimated Percentage of Railway Workshops According to Number of Shifts*  
(1961-62)

Size Group			Number of Workshops	Percentage of Workshops having			
				One Shift	Two Shifts	Three Shifts	Night Shift
1			2	3	4	5	6
1. Large Workshops	..	..	33	—	77.8	22.2	44.5
2. Small Workshops	..	..	92	90.9	9.1	—	—
3. All Workshops	..	..	125	66.9	27.2	5.9	11.7

Night shift\* was being worked in about 44† per cent. of large workshops only which, at the Industry level, accounted for nearly 12 per cent. of the units. In none of these units night-shift workers were being given any amenity, concession or allowance. However, a system of change-over of workers from night shift to day shift and *vice-versa* existed in all workshops having night shifts. The period after which such a change-over was made, was a week in nearly three-fourths of such workshops while, in the rest it was not fixed.

#### 4.2. Hours of Work—

Data collected show that the hours of work, for a majority of workers working in day shifts, were equal to 8 in about 52 per cent. of the workshops and more than 8 in the rest. However, Saturday being a half-working day, the weekly hours of work did not exceed 48 anywhere. In fact, in about one-fourth of the workshops, the weekly hours of work were even less than 48. The night-shift hours were equal to 8 in half of the factories having such a shift and more than 8 in the rest. Details appear in Statement 4.2.

\*For the purpose of the Survey, a night shift was treated as one whose majority of working hours fell between 10 P.M. to 6 A.M.

†These were the establishments which worked 'night shifts' according to the concept adopted for the present Survey.

**STATEMENT 4.2**  
*Daily Hours of Work in Railway Workshops*  
 (1961-62)

Size Group	Number of Workshops	Estimated Percentage of Workshops where					
		Daily Hours of Work for Majority of Adult Workers were			Night Shift Hours were		
		Less than 8	Equal to 8	More than 8	Less than 8	Equal to 8	More than 8
1	2	3	4	5	6	7	8
1. Large Workshops ..	57	—	44.5	55.5	—	50.0	50.0
2. Small Workshops ..	92	—	54.5	45.5	—	—	—
3. All Workshops ..	125	—	51.9	48.1	—	50.0	50.0

As regards the prevailing practices in respect of spread-over and rest intervals in the railway workshops, the data collected appear in Statement 4.3.

**STATEMENT 4.3**  
*Estimated Percentage Distribution of Railway Workshops According to Duration of Spread-over and Rest Intervals, etc.*  
 (1961-62)

Size Group	Number of Workshops	Percentage of Workshops where Spread over was for					
		Day Shifts			Night Shifts		
		Less than 9 hours	Equal to 9 hours	More than 9 hours	Equal to 8 hours	Equal to 8½ hours	Equal to 9 hours
1	2	3	4	5	6	7	8
1. Large Workshops ..	33	44.5	—	55.5	—	50.0	50.0
2. Small Workshops ..	92	18.2	18.2	63.6	—	—	—
3. All Workshops ..	125	25.1	13.4	61.5	—	50.0	50.0

Size Group	Percentage of Workshops where Rest Interval was for					
	Day Shifts			Night Shifts		
	Equal to ½ hour	More than ½ and upto 1 hour	More than 1 hour	Equal to ½ hour	Equal to ¾ hour	Equal to 1 hour
1	9	10	11	12	13	14
1. Large Workshops ..	33.3	44.5	22.2	50.0	25.0	25.0
2. Small Workshops ..	18.2	45.4	36.4	—	—	—
3. All Workshops ..	22.2	45.2	32.6	50.0	25.0	25.0

It would be seen that rest interval of at least half an hour was being allowed to workers in all the workshops. In about 45 per cent. of them, the duration of rest interval varied from more than  $\frac{1}{2}$  to 1 hour and in another 33 per cent. of the workshops, it exceeded even one hour. As regards the spread-over of daily hours of work, it was more than 9 hours in about 62 per cent. of the workshops, less than 9 hours in about 25 per cent. and equal to 9 hours in the rest.

In half of the factories having night shift, rest interval of half an hour was being allowed to night-shift workers and in the remaining factories it was  $\frac{3}{4}$  hour or one hour. Spread-over of the night shift hours was  $8\frac{1}{2}$  hours in 50 per cent. of the factories and  $9\frac{1}{2}$  hours in the rest. Survey has revealed that prescribed timings of hours of work were being observed in all the workshops surveyed.

#### 4.3. *Dust and Fumes—*

The Survey results show that it was usually in the Foundry Shop that processes like fettling, sand-blasting, sand-milling, rambling and moulding etc., did give off considerable dust. In certain workshops, processes like descaling of boiler, sawing of logs of wood, crushing of coal, etc., were also reported to be involving dust hazard. In about 88 per cent. of the workshops having dusty processes, such processes had been isolated. Besides, other precautionary measures such as suppression of dust by water, provision of local and general exhaust systems had also been taken in many of them. Protective equipment like dust masks had also been provided in about 48 per cent. of the workshops though in some of them, the workers were not found using the equipment at the time of the visit.

White metalling, welding and melting of non-ferrous metals were the most common processes reported to be giving off considerable fumes, vapour or gasses. In all those workshops where the above processes were being carried on, some precautionary arrangements such as provision of local and general exhaust systems and/or isolation of the obnoxious process had been made. Besides, some protective equipment like gas masks, goggles and hand gloves had also been provided in about 54 per cent. of them. House keeping of the departments where the processes giving off dust, fumes, vapours or gasses were being carried on, was good in most of the workshops.

#### 4.4. *Seating Arrangements—*

Under the Factories Act, 1948, the managements are required to make suitable arrangements for sitting for all such workers who are obliged to work in a standing position so that they may take advantage of any opportunity for rest which may occur in the course of work. This aspect was enquired into during the course of the Survey and it was found that among the workshops where workers were required to work in a standing position, seating arrangements existed in only about 15 per cent. of them. Of the managements which had not provided seating arrangements, some stated that they were neither aware of any such obligation nor any authority had ever pointed out this lapse to them; others were of the view that such arrangements would hamper the progress of work and impair the efficiency of workers.



#### 4.5. Conservancy—

It is obligatory, under the Factories Act, 1948, for every factory to maintain adequate number of latrines and urinals of a prescribed standard for the use of workers. The Survey results show that almost all the workshops surveyed (about 93 per cent at the Industry level) had made adequate arrangements in this respect. Earlier also, the Labour Investigation Committee at the time of their enquiry had found that arrangements for latrines and urinals were generally in keeping with the requirements of the Factories Act. The latrines provided were of water-borne sewer or septic tank type in nearly four-fifths of establishments having them while, in the rest, they were in the form of either dry-type bore hole or dry-type pan. All the latrines provided were of a permanent type with impervious floors and plastered or tarred walls and most of them had been screened properly to afford privacy. Watertaps in or near the latrines had been provided in all the workshops having latrines. Separate arrangements for female workers existed in all the workshops having such workers. Besides latrines, urinals had been provided in nearly 87 per cent. of the workshops. In all these units, the urinals provided were of a permanent type, with plastered or tarred walls and afforded adequate privacy. Walls of the urinals were impervious in about 92 per cent. of the workshops having urinals. No separate urinals had been provided for women workers who were using latrines for the purpose. The number of latrines and urinals provided was generally adequate in most of the units.

#### 4.6. Leave and Holidays—

Section 79 of the Factories Act, 1948, provides that every worker, who has completed a period of 240 days' continuous service in a factory should be allowed, during the subsequent period of twelve months, leave with wages for a number of days calculated at the prescribed rate. Apart from the annual leave, all other types of leave have usually come into vogue as a result of voluntary decisions of managements or agreements between employers and employees. Statement 4.4., based on the data collected during the Survey, shows the prevailing practice in regard to the granting of leave and holidays in railway workshops in the country.

#### STATEMENT 4.4

#### *Estimated Percentage Distribution of Railway Workshops Granting Various Types of Leave With Pay*

(1961-62)

Size Group	Number of Work-shops	Percentage of Workshops Granting			
		Earned Leave	Sick Leave	Casual Leave	Festival and National Holidays
1	2	3	4	5	6
1. Large Workshops ..	33	100.0	100.0	100.0	100.0
2. Small Workshops ..	92	100.0	90.9	90.9	100.0
3. All Workshops ..	125	100.0	93.3	93.3	100.0

#### 4.6.1. Earned Leave—

As mentioned above, annual or earned leave is the only leave facility which the employers are statutorily obliged to grant to their employees under the Factories Act. Data collected show that all the workshops surveyed were allowing earned leave to their workers. In government workshops, the rate of leave was one day for every 22 days of work during the first year of service and one day for every 11 days of work thereafter. All workers, except casual workers, were entitled to earned leave. The rate of payment during the leave period was normal pay for permanent employees and average basic pay of the year plus dearness allowance for others. In the only non-government railway workshop surveyed, all categories of workers were entitled to 30 days' earned leave in a year on completion of one year's service, the rate of payment during the leave period being normal basic wages plus dearness allowance.

In order to assess the extent to which the workers had actually enjoyed the benefit of earned leave, during 1960, data were collected in respect of such workers during the course of the Survey. The findings appear in Statement 4.5.

#### STATEMENT 4.5

#### *Estimated Proportion of Workers Granted Earned Leave With Pay in Railway Workshops*

(During 1960)

Size Group	Average Daily Employment in 1960	Number of Workers who enjoyed Leave	Percentage of Workers who enjoyed Leave to the total Employed	Percentage Distribution of Workers who enjoyed Leave		Distribution of Workers who enjoyed Leave					
				Up to 5 days	Over 5 up to 10 days	Over 10 up to 15 days	Over 15 up to 20 days	Over 20 up to 25 days	Over 25 up to 30 days	Over 30 days	Over 30 days
1	2	3	4	5	6	7	8	9	10	11	
1. Large shops	Work- ..	1,30,093	1,29,595	99.6	3.3	6.0	9.3	13.3	18.7	23.2	26.2
2. Small shops	Work- ..	23,632	21,107	90.6	3.1	7.2	13.1	15.9	17.4	16.7	26.6
3. All shops	Work- ..	1,53,725	1,51,002	98.2	3.3	6.2	9.8	13.6	18.5	22.3	26.3

It would be seen from the Statement (4.5) that as many as 98 per cent. of railway workshops' employees had availed of earned leave with pay during 1960. The proportion of such employees was somewhat less in smaller workshops (about 91%). As regards the

period of leave enjoyed, those who had availed of leave upto 5 days only, constituted a small proportion of the total and the percentage of employees who had availed of longer periods of leave increased progressively. As such, about 49 per cent. of the employees had enjoyed more than 25 days of earned leave. As between the two size groups of workshops, there were no significant difference in this regard.

#### 4.6.2. *Casual Leave—*

Survey has revealed that only administrative, professional, technical and clerical employees employed in government workshops were being allowed 12 days' casual leave in a year. 'Production Workers were not enjoying this benefit in any of the workshops surveyed. No particular condition was prescribed for entitlement to this leave. During the leave period, employees were paid their normal wages.

#### 4.6.3. *Sick Leave—*

No particular provision for granting sick leave to the employees was found to be existing in any of the workshops surveyed. However, in government workshops leave on half average pay, allowed at the rate of 20 days per year of service could, in the case of sickness, be commuted into leave on full pay. This facility was available to all workers, excluding casual workers. During this leave period, workers were paid at the rate of half of basic wages plus full dearness allowance. Presenting of medical certificate was insisted upon prior to granting of sick leave.

#### 4.6.4. *National and Festival Holidays—*

The Labour Investigation Committee had found, during the course of their enquiry that, some of the concerns visited by them did not grant any additional holidays while, in a few others, the number of national and festival holidays varied from 2 to 15. Such holidays could be paid or unpaid. The present Survey has revealed that all the workshops surveyed were granting national and festival holidays to their employees. All categories of workers, excluding casual workers, were entitled to these holidays and the number of days allowed in a year was 15. In some of the workshops, supervisory staff was being allowed more number of days. While in some workshops, no conditions had been laid down for claiming pay for these holidays, in others, attendance on the preceding and/or succeeding day was insisted upon. Workers were being allowed their normal wages during these holidays.

#### 4.7. *Weekly-offs—*

A weekly day of rest was being allowed to workers in all the workshops surveyed in compliance with the provisions of the Factories Act. Payment for such weekly-offs was being made in all the workshops surveyed to almost all the employees, with the exception of a few casual workers employed in some establishments.

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## CHAPTER V

### WELFARE AND AMENITIES

During the present Survey, an attempt was made to assess the extent to which the railway workshops in India had actually provided welfare facilities to their workers. The information collected, in respect of both obligatory and non-obligatory welfare facilities, is presented in the following paragraphs.

#### 5.1. *Drinking Water Facilities*—

Suitable arrangements for the supply of drinking water were found to be existing in all the units surveyed. The predominant facility in this regard was in the form of water taps which existed in about two-thirds of the workshops. Details about the various types of arrangements made for the supply of drinking water appear in Statement 5.1.

STATEMENT 5.1  
*Drinking Water Facilities in Railway Workshops*  
(1961-62)

Size Group	Number of Workshops	Estimated Percentage of Workshops where Drinking Water Facility existed	Estimated Percentage of Workshops where Water was supplied through					Estimated Percentage of Workshops having Arrangements for cool water in Summer
			Water Taps only	Water Taps and earthen Pitchers	Earthen Pitchers only	Tube Well	Water Cooler	
1	2	3	4	5	6	7	8	9
1. Large Workshops	33	100.0	44.5	33.3	11.1	11.1	—	77.8
2. Small Workshops	92	100.0	27.3	36.3	18.2	—	18.2	81.8
3. All Workshops ..	125	100.0	31.8	35.6	16.3	2.9	13.4	80.8

The Factories Act, 1948, prohibits the location of any drinking water point within 20 feet of latrines and urinals. It was found that all the railway workshops surveyed had complied with this provision of the law.

The Factories Act further provides that every factory employing more than 250 workers should supply drinking water cooled by ice or other effective method during certain specified part of the year. It is estimated that nearly 60 per cent. of the workshops, comprising all large and about 45 per cent. of small workshops, were under such an obligation. Of these, nearly 79 per cent., comprising 78 per cent. of large and 80 per cent. of small establishments had fulfilled their obligation. However, a few other units which were under no such statutory obligation, had also made arrangements for the supply of cool water during summer. Thus in the Industry, as a whole, this facility existed in about 81 per cent. of the units. As regards the type of arrangements made, they were in the form of earthen pitchers in about 56 per cent., refrigerated water in about 37 per cent. while in the remaining 7 per cent. of units, arrangements for the supply of iced water existed.

### 5.2. *Washing Facilities—*

Section 42 of the Factories Act provides that adequate and suitable facilities for washing should be provided and maintained for the use of workers in every factory. It was observed during the Survey that this facility existed in approximately 93 per cent. of the workshops, that is, in all but one small-size unit. In about 61 per cent. of these units, the facility provided was in the form of taps on stand pipes. In the remaining workshops, the arrangements were mostly either in the form of wash basins with taps or receptacles where water had been stored. In about 93 per cent. of the workshops providing washing facilities, soap, towels and nail brushes etc., had also been provided. It was further noticed that of the two workshops employing women workers, none had provided separate washing facilities for such workers.

### 5.3. *Bathing Facilities—*

The Factories Act does not contain any specific provision relating to bathing facilities but it authorises the State Governments to make rules requiring certain types of factories to provide such facilities for certain categories of employees. Survey results show that about 25 per cent. of the workshops comprising about 44 per cent. of large and nearly 18 per cent. of small workshops, had provided bath rooms. In one of such workshops, where woman workers had been employed, separate bath-rooms for them had been provided. The bathing places, wherever provided, were well maintained and kept clean.

### 5.4. *Lockers—*

Locker facilities for keeping clothes of the workers were found to have been provided in nearly 30 per cent. of the workshops. The proportion of such workshops was higher among small workshops (about 36 per cent.) than among the large ones (about 11 per cent.). However, in a few workshops, tool boxes issued to workers were being utilised for this purpose also.

### 5.5. *Canteens—*

The Labour Investigation Committee at the time of their enquiry had found that the canteen arrangements existing in the Railway

Workshops were not satisfactory. However, by virtue of the *Factories Act, 1948*, the State Governments have been authorised to make rules requiring that in any specified factory wherein more than 250 workers are ordinarily employed, an adequate canteen conforming to the prescribed standards, should be provided for the use of workers. According to the present Survey, nearly 60 per cent. of the railway workshops, comprising all large and about 45 per cent. of the small workshops surveyed, were under such an obligation. Of these, about 89 per cent. had actually provided canteens. No canteen existed in any of the workshops where it was not a statutory obligation.

About 76 per cent. of the canteens served tea, coffee, cold drinks and snacks only, while in the rest arrangements existed for the sale of meals as well. Adequate drinking water arrangements existed in about 82 per cent. of the canteens.

Nearly 47 per cent. of the canteens were being run jointly by the managements and workers, about 35 per cent. by the managements alone, nearly 13 per cent. through contractors, and the rest through co-operative stores functioning in the units. Canteen Managing Committees, as required under the law, had been constituted in about 75 per cent. of the canteens where they were responsible for fixing the prices of various items sold. In others, the prices were being fixed by the managements. In all the canteens where Canteen Managing Committees existed, the prices were being fixed on a no-profit-no-loss basis. In the rest, items were being sold at market rates. In about 24 per cent. of the workshops having canteens, managements were giving some subsidy to canteens for the purchase of crockery and utensils as also to meet occasional losses. It was found that price lists of various items sold were displayed in about 78 per cent. of the canteen halls i.e., in all excepting about 44 per cent. of the large workshops. Of the total estimated number of workers employed in railway workshops having canteens (i.e. 1,55,539) nearly 42 per cent. were visiting the canteens daily. In some of the workshops, canteens were not popular among workers due to various reasons such as distant location of the canteen, absence of credit facilities, restriction on taking tiffin in the canteen, dissatisfaction with the quality of articles sold, etc.

About 89 per cent. of the canteens were well-located inasmuch as they were some distance away from the work places and their surroundings were clean. In the rest of the canteens where there were no canteen halls and articles after preparation in the canteens, were being sold either at some convenient points known as booths or in the departments, both location and hygienic conditions of the canteens and the booths left much to be desired.

#### 5.6. *Creches*—

At the time of the enquiry made by the Labour Investigation Committee, no creches were found in any of the railway workshops surveyed by them. The present Survey has shown that, as already mentioned elsewhere (Chapter II), employment of women is not of any significant proportion in the Railway Workshop Industry. Consequently, of the two sampled workshops employing women workers,

It was in only one of them that their number exceeded 50.\* As such, maintenance of a creche had become a statutory obligation in this unit though no creche was found to have been provided at the time of the Survey. The management contended that the creche provided a few years earlier had to be closed down as the female employees, most of whom were widows, did not make use of it.

### 5.7. Rest Shelters—

According to the findings of the Labour Investigation Committee, hardly, a few workshops had provided rest shelters for their employees. Maintenance of rest shelters is obligatory under the Factories Act for every factory wherein more than 150 workers are ordinarily employed. However, if the factory is maintaining a canteen of a prescribed standard, it need not provide a separate rest shelter. Information collected during the Survey shows that nearly 13 per cent. of the workshops in the Industry were required to provide rest shelters as they were employing more than 150 workers and had no canteen. However, none of them had actually provided rest shelter. The contention of the managements of these workshops was that either they were not aware of the statutory obligation in this regard or they did not feel the provision of rest shelters necessary. On the other hand, there were quite a few workshops which, though under no obligation, had provided rest shelters for the benefit of their workers. Thus, it is estimated, that in the Industry, as a whole, rest shelters had been provided in about two-thirds of large and nearly 36 per cent. of the small workshops, i.e., about 44 per cent. of the workshops in the Industry.

Rest shelters, wherever provided were found to be quite well lighted and ventilated and afforded adequate protection from bad weather. Drinking water had been provided in about 63 per cent. of the workshops having rest shelters. Some furniture like benches and tables in the rest shelters had been provided in about 42 per cent. of them. Nearly 15 per cent. of the workshops maintaining rest shelters had provided even electric fans in the rest shelters.

### 5.8. Recreation Facilities—

The Survey has revealed that facilities for recreation of workers existed in all large and about 55 per cent. of small workshops, accounting for nearly 67 per cent. of workshops at the Industry level. Besides in-door and out-door games, some cultural activities such as dramas, film shows and religious and social functions were also being organised in all such workshops. Radio sets had also been provided in about 42 per cent. of the workshops providing recreation facilities.

Facilities of out-door games were generally available to all workers and no subscription was required to be paid. In-door games, on the other hand, were usually restricted to member-workers only i.e., those who paid the prescribed subscription. The rate of subscription varied from workshop to workshop and ranged between Re. 0.25 to Rs. 3 per month according to pay of the members. Since, evidently, these subscriptions could not meet the entire cost of the recreation facilities, same was mostly being met with the help of Staff Benefit

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\*The Factories Act, 1948 requires all factories employing more than 50 women workers to maintain a creche of a prescribed standard.

**Funds and welfare funds.** In a few workshops, however, *ad hoc* contributions were being made by the managements for the purpose. The recreational facilities provided were being managed by committees consisting of managements' nominees and elected members of the workers.

### 5.9. Educational Facilities—

As far back as in 1944-45, the Labour Investigation Committee had observed that the Railway Administrations maintained schools in the bigger railway colonies and also contributed, from the Staff Benefit Fund, to other schools, where the children of railway employees were receiving education. Facilities for adult education were found to be generally absent. The present Survey has revealed that schools for providing education to workers' children were being run in nearly 64 per cent. of the workshops. The proportion of such units was higher among large workshops (about 89 per cent.) than in the small ones (about 55 per cent.). As regards standard of schools provided primary schools existed in approximately 56 per cent. of the workshops providing this facility; they were up to middle standard in about 20 per cent, while, in the remaining workshops, besides primary and/or middle schools, high or higher secondary schools were also being run. No colleges were found any where. It is estimated that, in June, 1961, nearly 38 thousand\* students were receiving education in these schools.

About 45 per cent. of the workshops providing educational facilities were reported to be not charging any fees from the children of their employees, up to primary standard. Some of the schools were government-aided and admission in these was open to all. These schools were usually located in or near the colony where there was a concentration of railway employees as they were meant for all categories of railway employees and not necessarily for those employed in workshops. About 22 per cent. of the large workshops or about 6 per cent. of the workshops at the Industry level, besides running their own schools, were providing regular subsidy to some other schools. In none of the units providing educational facilities, the children attending the schools were provided with free books, slates, pencils, etc.

Adult education centres were being run in approximately 25 per cent. of the workshops, comprising nearly 44 per cent. of large and about 18 per cent. of small workshops. In about three-fourths of such workshops, the centres were located within the workshop premises and, in the rest, outside. It is estimated that, during 1960, about 550 workers had received education in these centres and nearly 836 were on roll during 1961-62.

### 5.10. Medical Facilities—

#### 5.10.1. Hospitals and Dispensaries—

About the type of medical facilities available to workers employed in railway workshops at the time of their enquiry, the Labour Investigation Committee observed 'railway workers are much better

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\*This figure does not necessarily relate to railway employees' children alone.



provided for than workers in other industries. Generally, every workshop has a dispensary, staffed with a medical licentiate and a compounder and usually catering to all railway employees and their families'.\* The present Survey has also revealed that railway hospitals and/or dispensaries existed at all places where the workshops surveyed were located. In some of the hospitals, besides regular staff, part-time dentists had also been engaged for the dental treatment of employees.

Besides their normal duties, the doctors were performing other functions also such as medical check-up of workers on their first appointments as also subsequently, imparting of first-aid training, visiting the workers' houses when necessary, visiting the canteen for the inspection of eatables and issue of medical certificate, etc.

#### 5.10.2. Ambulance Rooms—

Under the Factories Act, every factory employing more than 500 workers is required to provide and maintain an ambulance room. The rules framed by the State Governments prescribe the requirements of such rooms. It is estimated that the percentage of such workshops, at the time of the Survey, was only about 40 and of these, a little more than one-third had provided ambulance rooms. Of such workshops i.e. those having ambulance rooms, in about four-fifths, the same were under the charge of whole-time doctors and, in the rest, part-time doctors, who were available for 24 hours in a week, had been engaged for the purpose.

#### 5.10.3. First Aid Boxes—

The Factories Act, 1948, lays down that every factory should maintain first-aid boxes at the rate of one for every 150 workers ordinarily employed. Such boxes must contain the prescribed items and should be readily accessible to workers during all the working hours. Survey results show that such boxes were being maintained in all the workshops surveyed. The Factories Act further requires that all first-aid boxes must be kept under the charge of trained first-aiders. It was found that excepting about 3 per cent. of the units, the obligation had been fulfilled in the rest. In most of the cases, the type of training received by the first-aiders was the St. John's Ambulance.

In about 85 per cent. of the workshops maintaining first-aid boxes, contents of these boxes were found to be complete in all respects though, in the rest, they were found deficient in one or more items. It was found that in about 10 per cent. of the units providing first-aid boxes, the latter were not easily accessible to workers.

#### 5.11. Transport Facilities—

The facility of free transport from residence to workshop and back was being enjoyed by workers in about 47 per cent. of the workshops in the Industry, comprising about 78 per cent. of large and nearly 36 per cent. of small workshops.

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\*Report on an Enquiry into Conditions of Labour in the Engineering and Minerals and Metals Industries in India', p. 138.

### 5.12. Other Amenities—

Railwaymen's Consumer Co-operative Stores were functioning in about 89 per cent. of large and nearly 18 per cent. of small workshops, constituting about 37 per cent. at the Industry level. Railwaymen's Co-operative Credit Societies, organised by railway employees for accepting deposits from and for advancing loans to member-workers were functioning in about 51 per cent. of the workshops in the Industry, comprising two-thirds of large and about 45 per cent. of small workshops.

### 5.13. Housing Facilities—

The Labour Investigation Committee, at the time of their enquiry, had found that most of the railways had provided housing accommodation to workers, but more than 75 per cent. of the workers employed in workshops did not enjoy the benefit of this facility. At the time of the present Survey, about 87 per cent. of the railway workshops, comprising all large and nearly 82 per cent. of small workshops, were found to have provided housing accommodation to their workers though the proportion of workers housed differed from unit to unit. Details about the type of accommodation provided and rent charged are presented in Statement 5.2.

#### STATEMENT 5.2

*Estimated Percentage of Railway Workshops providing Houses, Extent of Accommodation and Rent Charged*

(1961-62)

Size Group	Number of Workshops	Percentage of Workshops providing Houses	Percentage of Houses consisting of			Percentage of Workshops which charged		
			One Room	Two Rooms	Three or more Rooms	Rent from only some Employees	Rent from all	No rent
1	2	3	4	5	6	7	8	9
1. Large Workshops	33	100.0	53.2	42.3	4.5	11.1	88.9	—
2. Small Workshops	92	81.8	66.3	26.4	7.3	11.1	88.9	—
3. All Workshops ..	125	86.6	55.4	39.7	4.9	11.1	88.9	—

It would be seen from the Statement (5.2) that, of the total houses provided, about 55 per cent. were one-room tenements, nearly 40 per cent. two-roomed and the rest (i.e., about 5 per cent.) consisted of three or more rooms. The type of accommodation allotted varied

according to pay of the allottees and one-room tenements were usually meant for un-skilled workers. Excepting a few one-room tenements which were *kutchra*, all others were *pucca* built.

House rent was being charged from all the allottees at a rate equal to 10 per cent. of basic wages or the standard rent of the accommodation provided, whichever was less. However, in about 11 per cent. of the workshops providing houses, some low-paid employees had been provided rent-free accommodation.

It is estimated that as on 30th June, 1961, only about 24.5 per cent. of the workers employed in railway workshops were enjoying the facility of housing accommodation provided by the employers. Details appear in Statement 5.3.

### STATEMENT 5.3

#### *Estimated Percentage of Workers Allotted Houses in the Railway Workshops*

(1961-62)

Size Group	Estimated Total number of Workers *Employed					Percentage of Workers allotted houses
1	2					3
1. Large Workshops .. .. .	..	..	..	..	..	1,36,447 24.2
2. Small Workshops .. .. .	..	..	..	..	..	24,291 26.0
3. All Workshops .. .. .	..	..	..	..	..	1,60,738 24.5

\*Covered under the Factories Act.

Survey has also revealed that the low paid employees of the government workshops were being allowed refundable advances in case they wanted to build their own houses.

## CHAPTER VI

### SOCIAL SECURITY

#### 6.1. *Provident Fund Schemes—*

Prior to 16. 11. 1957, workers employed in government railway workshops were enjoying the benefit of contributory provident fund under the State Railway Provident Fund Scheme, the rate of contribution, both for the employees and the Government, being 8-1/3 per cent. of basic wages. When the contributory provident fund scheme was replaced by the Pension Scheme, with effect from the above date, workers were required to contribute, at the old rate, towards a non-contributory provident fund. However, those in service prior to 16. 11. 57, were given the option of retaining the benefit of contributory provident fund in lieu of the new pension benefit. In the only non-government railway workshop covered during the Survey, workers were found enjoying the benefit of a contributory provident fund scheme under which the rate of contribution was 8-1/3 per cent. of basic wages, and the employer was required to contribute an equal amount. The scheme was in force since long and all categories of workers, on completion of one year's service, were entitled to membership of the fund. On the basis of the information collected during the Survey, it is estimated that, as on 30th June, 1961, about 85 per cent. of the employees in the Railway Workshop Industry were members of the contributory provident funds. Details appear in Statement 6.1.

#### STATEMENT 6.1

*Estimated Percentage of Railway Workshops having Provident Fund Schemes, etc.*

(June, 1961)

Size Group	Number of Workshops	Percentage of Workshops having Provident Fund Schemes	Total Number of Workers Covered under the Factories Act as on 30-6-61	Number of Workers who were members of the Scheme as on 30-6-61	Percentage of Workers covered under the Provident Fund Schemes to the Total Number employed as in column 4.
1	2	3	4	5	6
1. Large Workshops ..	33	100.0	1,36,447	1,17,325	86.0
2. Small Workshops ..	92	100.0	24,291	19,191	79.0
3. All Workshops	125	100.0	1,60,738	1,36,516	84.9

The higher proportion of employees who were members of the contributory provident fund, inspite of the introduction of Pension Scheme in government railway workshops, suggests that many employees, who were in service prior to 16. 11. 57, had exercised their option in favour of the contributory provident fund as against the pension benefit.

#### 6.2. *Pension Schemes—*

The benefit of pension was being enjoyed by workers employed in government railway workshops only. The Pension Scheme came into being with effect from 16. 11. 57, when the existing benefit of contributory provident fund was discontinued. The rate of pension and the qualifying conditions attached were the same as applicable to Central Government employees. Survey results have revealed that, as on 30th June, 1961, about 684 employees were receiving pension.

#### 6.3. *Gratuity Schemes—*

Gratuity Schemes were in force in all the workshops surveyed including the one non-government workshop. In government workshops, the scheme known as Death-Cum-Retirement Gratuity Scheme provides for gratuity payments in the event of retirement, death and discharge except dismissal on account of misconduct etc. The rate of gratuity and the conditions for entitlement were the same as applicable to Central Government employees. In the only non-government railway workshop surveyed, all workers who had completed at least 15 years of service were eligible for gratuity payment in the event of retirement, death, voluntary resignation or termination of service by the employer. The rate of gratuity was 15 days' salary for each completed year of service.

According to the Survey, it is estimated that about 2,713 employees employed in railway workshops received gratuity payments during the year ended June, 1961.

#### 6.4. *Maternity Benefits—*

The Central Maternity Benefit Act, 1961, provides for payment of cash maternity benefits for certain periods before and after confinement, granting of leave, payment of a medical bonus, and certain other facilities, to women employed in railway workshops.

Since the Industry does not employ any sizeable proportion of women workers, only a negligible proportion i.e. about 13 out of an estimated total of 646 women workers employed in the Industry had been paid maternity benefit during the 12 months' period from July, 1960 to June, 1961.

#### 6.5. *Industrial Accidents—*

The Workmen's Compensation Act, 1923, as amended from time to time, and the Employees' State Insurance Scheme where in force, provide for compensating to workers who are injured on account of accidents arising out of and in the course of employment. At the time of the present Survey, Employees' State Insurance Scheme was in force in the only non-government railway workshop surveyed and in all others, the compensation was available under the Workmen's Compensation Act. On the basis of information collected about the

number and nature of industrial accidents that took place in each of the sampled units during the year ending June, 1961, it is estimated that such accidents had occurred in about 67 per cent. of the railway workshops (comprising all large and nearly 55 per cent. of small workshops) and an estimated number of 19,842 workers were involved in them. The number of workers involved in accidents per thousand workers employed, as also the distribution of workers involved by nature of accidents, are given in Statement 6.2.

#### STATEMENT 6.2

#### *Estimated Distribution of Workers Involved in Accidents by Nature of Accidents in Railway Workshops* (1960-61)

Size Group	Average Number of Workers Employed	Number of Workers involved in Accidents per 1,000 workers employed resulting in			
		Death	Permanent Disability	Temporary Disability	Total
1	2	3	4	5	6
1. Large Workshops ..	1,30,095	0.1	1.3	126.9	128.3
2. Small Workshops ..	23,632	—	—	133.2	133.2
3. All Workshops ..	1,53,725	0.1	1.1	127.9	129.1

It will be seen from the Statement (6.2) that the frequency rate of accidents in the industry, as a whole, was about 129 per thousand workers employed. It was slightly higher in small workshops (about 133) than in the large ones (about 128). As regards the nature of accidents, excepting a few accidents in large workshops which had resulted in permanent disabilities or death, in all others, the workers involved suffered only temporary disabilities.

#### 6.6. Occupational Diseases—

None of the Workshops surveyed had reported any occupational disease afflicting their workers.

## CHAPTER VII

### INDUSTRIAL RELATIONS

#### 7.1. Industrial Disputes—

Information regarding industrial disputes in the Industry was not collected during the course of the present Survey as the Labour Bureau is already maintaining statistics of industrial disputes resulting in work-stoppages on an all India basis. Such information in respect of the number of disputes in the Railway Workshop Industry and the consequent loss of man-days since 1959 is given below:—

STATEMENT 7.1

Year					Number of Disputes*	Number of Workers involved	Number of Man-days lost
1					2	3	4
1959	..	..	..	..	1	136	136
1960	..	..	..	..	15	21,853	61,530
1961	..	..	..	..	—	—	—
1962	..	..	..	..	—	—	—

*Source*—Labour Bureau : 'Indian Labour Statistics, 1964'.

\*These include both strikes and lock-outs.

It would be seen that, during 1960, considerable man-days were lost due to the fact that in some of the workshops the workers had struck work in connection with the general strike of the Central Government employees. During 1961 and 1962, however, not a single man-day is reported to have been lost due to work-stoppage.

#### 7.2. Trade Unionism—

It is estimated that workers had organised themselves into trade unions in about 60 per cent. of the railway workshops and nearly 58 per cent. of the total number of workers\* in the Industry were members of these unions. Details appear in Statement 7.2.

It will be noticed that there was a significant difference between large and small workshops both in the proportion of workshops where trade unions existed and the proportion of workers who were members of such unions. While in all the large workshops surveyed, trade unions existed with membership of about 63 per cent. of the total employees in these workshops, in small workshops, on the other hand, trade unions were found to be functioning in nearly 45 per cent. of them with only about 29 per cent. of their employees, as members.

All the trade unions functioning were registered under the Indian Trade Unions Act. Excepting one large workshop, where none of the four trade unions functioning had been recognised by the management, in all other workshops having trade unions, recognition

\* Covered under the Factories Act.

by managements had been accorded to one or the other union functioning therein. Thus, the recognised unions existed in nearly 85 per cent. of the railway workshops having trade unions. As regards activities of the trade unions, securing of claims of their aggrieved members under various Labour Acts seemed to be the main concern of most of them. Some relief to members or their dependents in distress was also being provided by about 30 per cent. of the trade unions. Other activities such as provision of recreation, welfare or adult education facilities had attracted the attention of some of the unions functioning in large workshops only; at the Industry level, the percentages of the unions which had provided these facilities were approximately 14, 9 and 6 respectively.

#### STATEMENT 7.2

*Estimated Percentage of Workshops where Workers were Members of Trade Unions, etc.*

(June, 1961)

Size Group	Number of Workshops	Percentage of Workshops where Workers were Members of Trade Unions	Total number Workers* employed as on 30.6.1961	Percentage of Workers who were Members of Trade Unions	Percentage of Workshops where Unions were recognised
1	2	3	4	5	6
1. Large Workshops ..	33	100.0	1,36,447	63.2	88.9
2. Small Workshops ..	92	45.5	24,291	28.5	100.0
3. All Workshops	125	59.9	1,60,738	58.0	95.1

\*Covered under the Factories Act.

#### 7.3. Collective Agreements—

An attempt was made to collect information in respect of collective agreements concluded since 1956 in the sampled establishments. It was found that, in none of the railway workshops surveyed, any such agreement had been concluded.

#### 7.4. Standing Orders—

Under the Industrial Employment (Standing Orders) Act, 1946, framing of Standing Orders for regulating the service conditions of the employees is obligatory for all those factories which employ 100 or more workers. Survey has revealed that such Orders did not exist in any of the government railway workshops surveyed and it was stated that service conditions of the employees were being governed by the Indian Railway Establishment Code instead. In the only non-government workshop surveyed, Standing Orders, duly certified by the certifying authority, had been framed under the above-mentioned Act. These Orders related not only to 'Production Workers' but to 'Clerical and Watch and Ward' staff also.



### 7.5. *Labour/Welfare/Personnel Officers—*

With the enactment of the Factories Act, 1948, it has become obligatory for all factories employing 500 or more workers to appoint Welfare Officers. The rules framed under the Act prescribe the functions and duties of these officers.

It is estimated that all large and about 18 per cent. of the small workshops surveyed, which at the all-India level accounted for about 40 per cent. of the workshops, were under a statutory obligation to appoint Welfare Officers and all of them had fulfilled their obligation. Besides, nearly 36 per cent. of small workshops, including the one non-government workshop surveyed, though under no legal obligation to appoint Welfare Officers had also done so. Thus, in the Industry, as a whole, two out of every three railway workshops were having Welfare Officers. As regard the duties and functions of the Welfare Officers, they were attending to grievances of the workers and were acting as liaison officers between them and the management. They were also looking after the welfare facilities provided in the unit and were organising sports, etc. However, they were not representing managements before the Industrial Tribunal etc., in any of the units surveyed.

### 7.6. *Works and Joint Committees—*

With a view to providing a forum at the unit level for elimination of sources of friction through mutual discussion and consultation between the managements and their employees, the Industrial Disputes Act, 1947, empowers the appropriate Government to prescribe that Works Committees should be constituted in every industrial establishment employing 100 or more workers.

The Survey results show that in government railway workshops, there were no Works Committees as such but some corresponding bodies, known as Workshop Staff Councils existed which were performing the same functions as works committees are supposed to. According to the Survey results, though about two-thirds of the railway workshops were employing more than 100 workers, the above-mentioned Staff Councils existed in only about 60 per cent. of them which, at the Industry level, accounted for about 40 per cent. of total number of workshops. The defaulting units i.e., those which employed more than 100 workers but had no Staff Council were all small workshops. As regards composition of Staff Councils, they included managements' nominees and elected representatives of the workers though the proportion of the latter was usually higher. The number of meetings held during the year July, 1960 to June, 1961 varied from unit to unit and ranged between one to eleven. In about 59 per cent. of the workshops having Staff Councils, the number of meetings held varied from 3 to 6. Records of the items discussed in the meetings showed that they were matters of common interest relating to working and service conditions of the employees such as allotment of quarters according to seniority, fixation of days of holiday in the ensuing year, provision of first-aid boxes at certain points, provision of washing and drinking-water facilities, supply of uniforms to certain categories of workers, efficient running of canteen etc., etc. Though the functions of the Staff Councils were purely advisory, yet, as reported, decisions taken were invariably implemented.

### 7.7. *Other Committees—*

Production committees for discussing at regular intervals the ways and means of improving the quality and quantum of production were functioning in one-third of large workshops surveyed which, at the Industry level, accounted for about 9 per cent. of the railway workshops in the country. The Committees consisted of managements' nominees selected from amongst both the officers and the staff. Safety First Committees with the main object of finding ways and means of preventing the occurrence of accidents as also to make the workers safety minded were functioning in all large and about 9 per cent. of the small workshops which, at the Industry level, accounted for about 33 per cent. of the workshops. The Committees consisted of members nominated by the management. In about 22 per cent. of the large workshops, besides Safety First Committees, Accident Prevention Committees had also been constituted to review every quarter the accidents that had occurred and to discuss the ways and means of their prevention. Staff Benefit Fund Committees had been constituted in nearly 22 per cent. of large workshops comprising about 6 per cent. at the Industry level. The functions of these committees were to sanction financial aid from the Staff Benefit Fund to deserving applicants for the purposes of education of the children, treatment for sickness and allowances for sick workers, etc. The committees consisted of managements' nominees and elected representatives of the workers who were also members of the Staff Councils.

### 7.8. *Grievance Procedure—*

A prescribed procedure for attending to grievances of workers existed in about 38 per cent. of the railway workshops consisting of two-thirds of large and about 27 per cent. of small ones. The usual practice followed was that the aggrieved worker first approached the Foreman with the complaint which could be in writing or oral. In case the complaint was not settled at Foreman's level, it would be passed on to the Personnel Officer who after making proper enquiry would normally settle all complaints at his level. In case the complainant was still not satisfied with the Personnel Officer's decision, he could approach the Works Manager whose decision was final. Though no formal time limit was laid down for the redress of grievances, all efforts were made to secure an expeditious disposal. In workshops where no formal grievance procedure existed, the method followed for the redress of grievances was more or less the same as stated above except that where there was no Personnel Officer the complainant could approach the Works Manager in case he was not satisfied with Foreman's decision. In certain workshops, complaint registers, or complaint boxes were being maintained for receiving the complaints and these were being attended to by the Personnel Officers.

### 7.9. *Association of Workers with Management—*

In none of the railway workshops surveyed, there was any scheme of associating workers with the management of the establishment.

## CHAPTER VIII

### LABOUR COST

Information pertaining to labour cost was collected from sampled establishments in respect of employees covered under the Factories Act and receiving less than Rs. 400 per month as wages. This was in pursuance of the decision taken by the Study Group on Wage Costs appointed by the Ministry of Labour and Employment in 1959. The enquiry relating to labour cost was modelled on the lines of the Study of Labour Costs in the European Industry, made by the International Labour Office in 1956, with such modifications as were considered necessary in the light of conditions obtaining in India. For instance, in view of the fact that wages in India are paid on the basis of days instead of hours, data were collected in respect of man-days instead of man-hours. Similarly, it was found in the course of the pilot enquiry that, excepting a very few establishments, separate records of payments made for leave or holidays, or for days not worked, were not maintained and hence these were dropped as separate items and included under 'basic wages'. Certain additions were made in the list either on the basis of the decisions of the Study Group referred to above, or to elicit separate information on some of the items on which employers have to incur expenses under labour laws in force in the country, e.g., lay-off, retrenchment compensation, etc.

The Survey started in July, 1961 and ended in August, 1962. With a view to maintaining comparability of the data and ensuring uniformity, the field staff were asked to collect information as far as possible, for the year ended June, 1961, if, however, the financial year of the establishment did not coincide with the reference period of the Survey and it was not feasible to collect information for the 12 months' period from July, 1960 to June, 1961, the field staff were asked to collect the data for the latest period of 12 months for which information was available subject to the condition that a period of at least six months of the reference year (i.e., July, 1960 to June, 1961) was covered. The available data show that it was possible, by and large, to collect information for the reference period or a major part of it from most of the units.

With a view to forming a better estimate of labour cost, salaries and allowances, etc., of those persons who were employed in connection with any welfare item, amenity, etc., even though they were covered under the Factories Act and were receiving less than Rs. 400 per month, were not included in the general heads 'Wages', 'Bonuses' and 'Other Cash Payments' along with the similar amounts paid to workers who came within the scope of the Study. Expenses incurred in connection with such persons were recorded against the item for which they were employed. Similarly, the man-days of such persons were also excluded.

#### 8.1. *Labour Cost Per Man-day Worked—*

Data in respect of man-days worked and the corresponding wages and other earnings of workers were collected for the above-mentioned period of one year. Further, expenditure incurred by the

employers on various welfare and social security measures, subsidy services, etc., representing the cost incurred by the employers on labour was also recorded in the course of the Survey. Based on the above, the average labour cost per man-day worked has been worked out and is given in Statement 8.1.

#### STATEMENT 8.1

#### *Estimated Labour Cost Per Man-day Worked in Railway Workshops (During 1960-61)*

Size Group	Labour Cost Per Man-day Worked (In Rupees)				
1. Large Workshops .. .. .	..	..	..	..	7.63
2. Small Workshops .. .. .	..	..	..	..	6.47
3. All Workshops .. .. .	..	..	..	..	7.46

The overall labour cost per man-day worked for the Industry, as a whole, is estimated at Rs. 7.46. It was higher in large workshops (Rs. 7.63) than in the small ones (Rs. 6.47).

#### 8.2. Components of Labour Cost—

Statement 8.2 shows the various components of labour cost per man-day worked.

#### STATEMENT 8.2

#### *Estimated Labour Cost Per Man-day Worked by Main Components in Railway Workshops (During 1960-61)*

		(In Rupees)				
Size Group		Wages	Premium pay for Overtime and Late Shifts	Bonuses	Other Cash Payments	Payments in Kind
1		2	3	4	5	6
1. Large Workshops ..	..	6.03 (79.03)	0.10 (1.31)	—	0.46 (6.03)	0.01 (0.13)
2. Small Workshops ..	..	5.27 (81.45)	0.15 (2.32)	—	0.43 (6.65)	*
3. All Workshops ..	..	5.92 (79.36)	0.11 (1.48)	—	0.45 (6.03)	0.01 (0.13)

  

Size Group		Social Security Contributions		Subsi- dies	Direct Benefits	Other Payments	Total
		Obliga- tory	Non-obli- gatory				
1		7	8	9	10	11	12
1. Large Workshops ..	..	0.54 (7.08)	—	0.34 (4.46)	*	0.15 (1.96)	7.63 (100.00)
2. Small Workshops ..	..	0.48 (7.42)	—	0.07 (1.08)	—	0.07 (1.08)	6.47 (100.00)
3. All Workshops ..	..	0.53 (7.10)	—	0.30 (4.02)	*	0.14 (1.88)	7.46 (100.00)

\* Less than Re. 0.005.

Note—Figures within brackets are percentages to total.

### 8.2.1. Wages—

This component comprised basic wages, dearness allowance, incentive or production and attendance bonus, if any. Since most of the establishments, as revealed by the pilot enquiry, did not maintain separate records of payments made for days actually worked and for leave and holiday periods, the amount of basic wages and dearness allowance recorded included sums paid for the days worked as well as for the days not worked but paid.

It will be seen from Statement 8.2 that 'wages' constituted the major portion of the labour cost in the Industry, accounting as it did for nearly 79.4 per cent. of it. This proportion was slightly higher in small workshops than in the large ones. Statement 8.3 gives the break-up of 'wages' component into various sub-groups viz., basic earnings, incentive or production bonus and attendance bonus.

#### STATEMENT 8.3

#### *Estimated Break-up of 'Wage Cost' by Components in Railway Workshops*

(During 1960-61)

(In Rupees)

Size Group	Basic Wages and Dearness Allowance	Incentive/ Production Bonus	Attendance Bonus	Total
1	2	3	4	5
1. Large Workshops ..	5.94 (98.51)	0.09 (1.49)	—	6.03 (100.00)
2. Small Workshops ..	5.27 (100.00)	—	—	5.27 (100.00)
3. All Workshops ..	5.84 (98.65)	0.08 (1.35)	—	5.92 (100.00)

Note—Figures within brackets are percentages to total.

It is evident from the Statement that almost the entire expenses incurred under the component 'wages' were in the form of basic wages and dearness allowance. Production or incentive, bonus, paid by large workshops only, constituted a very small proportion.

### 8.2.2. *Premium Pay for Overtime and Late Shifts—*

Under this group, only the premium part of the payments made for overtime, late shifts, work on holidays, etc. was recorded. For instance if workers were paid one and a half times their normal rates of wages for the overtime work, the extra amount paid to them i.e., one half, was recorded against this item. The normal wages were included under the group 'wages'.

It would be noticed from the figures given in Statement 8.2 that the cost under this item amounted to about Re. 0.11 per man-day worked and represented only small proportion of the total labour cost. Its proportion was somewhat higher in small workshops.

### 8.2.3. *Bonuses—*

Under this group, data were recorded in respect of payments made in the shape of annual or year-end, festival, profit-sharing and other similar types of bonuses paid each year to the employees. However, the information collected shows that no such payments were made in the Railway Workshop Industry during 1960.

### 8.2.4. *Other cash Payments—*

Other cash payments were those which were made regularly such as house rent allowance, city compensatory allowance and washing allowance, etc. and some *ad hoc* or *ex gratia* payments, if any, made to workers. The cost on account of these payments in the Industry, as a whole, is estimated at Re. 0.45 per man-day worked and its share in the total labour cost was about 6 per cent. The cost was more or less the same in large and small workshops.

### 8.2.5. *Payments in Kind—*

The money value of protective equipment and uniforms supplied to some of the workers in certain workshops were recorded under this item. The cost incurred on account of these payments was quite insignificant and hardly amounted to Re. 0.01 per man-day worked. In small workshops it was negligible.

### 8.2.6. *Social Security Contributions—*

As would be seen from Statement 8.2, next to 'wages', the expenses incurred by the employers on items of social security for the employees were the important element of total labour cost and constituted nearly 7 per cent. of it. Information in respect of this component of labour cost was collected under two heads; (a) obligatory—i.e., those expenses which the employers were required to incur in compliance with certain labour laws or awards, etc., and (b) non-obligatory—i.e., those social security contributions which the employers were making on a voluntary basis without any legal compulsion. Statement 8.4 shows the estimated cost of social security contributions under each item for which information was collected.

## STATEMENT 8.4

*Estimated Cost of Social Security Contributions Per Man-day Worked*  
(During 1960-61)

(In Rupees)

Size Group	Obligatory					
	Provi- dent Fund	Retren- chment Compen- sation	Compen- sation for lay-off	Emple- yee's State Insu- rance Contri- butions	Compensation for	
					Empley- ment Injury	Occupa- tional Diseases
1	2	3	4	5	6	7
1. Large Workshops ..	0.42 (77.78)	—	—	—	—	—
2. Small Workshops ..	0.26 (54.17)	—	—	*	0.01 (2.08)	—
3. All Workshops ..	0.40 (75.47)	—	—	*	*	—

Size Group	Obligatory				Non- obligatory	Total for obligatory and non- obligatory contribu- tions	Percen- tage of Social Security Contri- butions to the total Labour Cost
	Mater- nity Benefits	Pension	Gratuity	Total			
1	8	9	10	11	12	13	14
1. Large Work- shops	*	0.01 (1.85)	0.11 (20.37)	0.54 (100.00)	—	0.54	7.08
2. Small Workshops	—	0.01 (2.08)	0.20 (41.67)	0.48 (100.00)	—	0.48	7.42
3. All Work- shops ..	*	0.01 (1.89)	0.12 (22.64)	0.53 (100.00)	—	0.53	7.10

\* Less than Re. 0.005.

NOTE -Figures within brackets are percentages to total.

It will be seen from Statement 8.4 that the estimated cost on account of social security contributions worked out to Re. 0.53 per man-day or about 7.1 per cent. of the total labour cost. The proportion of this expenditure was almost the same in both the large and small workshops. The major item of expenditure in respect of obligatory social security contributions was employers' contributions to provident fund which alone accounted for about three-fourths of the total expenses. The next important item was gratuity payments, the cost on which has been estimated at Re. 0.12 per man-day worked or about 23 per cent. of the total cost on account of obligatory social security contributions. The rest of the expenses i.e. about 2 per cent., were almost entirely on account of pension payments as the share of the cost incurred in connection with other items was almost negligible.

8.2.7. *Subsidies—*

Under this head, data were collected in respect of expenditure incurred by employers on providing certain facilities and services to workers and their family members. The facilities listed were Medical and Health Care, Canteens, Restaurant and Other Food Services, Company Housing, Building Funds, Credit Unions and Other Financial Aid Services, Creches, Educational Services, Cultural Services (e.g. Library, Reading Rooms, etc.), Recreational Services (Clubs, Sports, Theatres, Cinemas, etc.), Transport, Sanitation (at work places), Drinking Water Facilities, Vacation Homes, etc. The amounts recorded were net payments made by the employers including depreciation but excluding capital expenditure. In the course of the pilot enquiry, it was noticed that in most of the cases, employers either did not maintain any records separately for the above-mentioned items or expenses related not only to the persons falling within the scope of the study but also to others. Consequently, the field staff were asked to obtain estimates from employers wherever separate statistics were not available for the above-mentioned items. In case any expenses were incurred on workers covered by the study as well as on other employees, the amount was estimated for workers covered by the study on the basis of the proportion they formed to the total employees concerned. Statement 8.5 gives details in respect of the cost on subsidies incurred by the employers in the Industry.

## STATEMENT 8.5

*Estimated Cost of Subsidies Per Man-day Worked in the Railway Workshop Industry*

(During 1960-61)

(In Rupees)

Size Group	Medical and Health Care	Canteen	Restaurant and Other Food Services	Company Housing	Credit Unions etc.	Building Fund	Recreational Services
1	2	3	4	5	6	7	8
1. Large Workshops	.. 0.22 (64.71)	*	—	0.04 (11.77)	*	—	0.01 (2.94)
2. Small Workshops	.. 0.02 (28.57)	*	—	0.01 (14.29)	—	—	*
3. All Workshops ..	.. 0.19 (63.34)	*	—	0.04 (13.33)	*	—	0.01 (3.33)



STATEMENT 8.5—*contd.*

Size Group		Trans- port	Sani- tation	Drink- ing water	Educa- tional Servi- ces	Cul- tural Ser- vices	Others	Total	Percent- tage of Subsidies to the total Labour Cost
1		9	10	11	12	13	14	15	16
1. Large shops	Work- shops ..	—	0.03 (8.82)	*	0.04 (11.76)	*	*	0.34 (100.00)	4.46
2. Small shops	Work- shops .. ..	—	0.03 (42.86)	0.01 (14.28)	*	*	*	0.07 (100.00)	1.08
3. All Workshops		—	0.03 (10.00)	*	0.03 (10.00)	*	*	0.30 (100.00)	4.02

\*Less than Re. 0.005.

NOTE—Figures within brackets are percentages to total.

The cost of subsidies is estimated at Re. 0.30 per man-day worked and constituted only about 4 per cent. of the total labour cost. It was higher in large workshops than in small ones. Of the total cost on subsidies, Medical and Health Care accounted for nearly 63.3 per cent., Company Housing about 13.3 per cent., Sanitation and Educational Services about 10.0 per cent. each. Expenses incurred on Recreational Services were quite small and were nil or negligible in respect of other items of subsidies.

It may be added that efforts were made to collect the money value of free passes and P.T.Os allowed to employees each year as an item of cost on Transport but had to be given up as the information was not readily available in the sampled units and its compilation involved many difficulties.

## CHAPTER IX

### SUMMARY OF CONCLUSIONS

Being essential for the proper maintenance and expansion of railways, the Railway Workshop Industry in India has developed alongwith the Indian railways and is over a century old. During the post-Independence period, particularly since the usherance of an era of planned economic development in the country, the Industry got a further fillip to its growth. Chittaranjan Locomotive Works and Integral Coach Factory at Perambur set up during this period are important land-marks in the development of this Industry. During the period 1951—62, the Industry registered an increase of about 34 per cent. in the number of workshops and nearly 39 per cent. in the average daily employment. The Industry is scattered throughout the country. However, the States in which the employment in the Industry is considerable are West Bengal, Uttar Pradesh, Maharashtra and Madras.

On the basis of the present Survey, it is estimated that, as on 30th June, 1961, the Industry employed about 1,77,200 workers of whom 16,470 workers were not covered under the Factories Act. Nearly 93 per cent. of the employees (both 'covered' and 'not covered' under the Factories Act) were 'Production and Related Workers (including supervisory)' and the rest comprised (i) 'Clerical and Related Workers (including supervisory)', 3 per cent. (ii) 'Professional, Technical and Related Personnel', 2 per cent., (iii) 'Watch and Ward and Other Services', 2 per cent. and (iv) 'Administrative, Executive and Managerial Personnel' (less than 1 per cent.). The working force consisted predominantly of men; child labour was totally absent and women workers constituted only a negligible proportion. All the workers were being paid on time-rate basis. The practice of engaging workers through contractors was also absent in the Industry and all the workers were direct employees of the concerned establishments.

The proportion of 'Production Workers', who were permanent was quite high (i.e. about 86 per cent.) and about 10 per cent. were temporary. The rest were mostly apprentices and included a few probationers and casual workers. The system of employing *badlis* was not in vogue in any of the sampled units.

The working force was fairly stable in the Industry. It is estimated that about 33 per cent. of the directly-employed 'Production Workers' had more than 15 years' service to their credit and another 18 per cent. 10 years' but under 15 years' on the specified date. The average absenteeism rate among 'Production Workers' during the reference year i.e., from July, 1960 to June 1961 is estimated at 15.5 per cent. The rate was the highest in May (18.3 per cent.) and the lowest in August (12.3 per cent.). Monthly variations in the absenteeism rate were usually due to such factors as harvesting, sowing, religious and social functions etc. None of the units surveyed had adopted any special measure to curb absenteeism. Labour turnover data

collected for the directly-employed 'Production Workers' for the year ended June, 1961, show that the working force was quite stable and the turnover of workers was almost negligible. Of the total separations, about 46 per cent. were due to discharge or dismissal, about 39 per cent. due to retirement or death and the rest (i.e. 15 per cent.) were on account of quits.

As regards recruitment of workers, the general practice was to recruit workers through advertisement, either direct by the employers or through Railway Service Commission/Union Public Service Commission.

Regular apprenticeship schemes were found to be existing in about 53 per cent. of the workshops. In all government railway workshops surveyed, wages had been revised in the light of recommendations made by the Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees appointed by the Government of India in 1957. In the only non-government railway workshop surveyed, no such revision had been made.

All the workers employed in the railway workshops surveyed were receiving their pay packets every month. The average daily earnings of all workers in the Industry were about Rs. 6.63 during June, 1961 while 'Production Workers' earned on the average, nearly Rs. 6.51 per day. Male 'Production Workers' earned more (Rs. 6.52) than women (Rs. 4.14), 'Clerical Workers' and 'Watch and Ward Staff', earned Rs. 9.80 and Rs. 3.92 per day respectively. The average daily earnings of the lowest-paid 'Production Workers' were Rs. 3.93.

A break up of earnings has revealed that they consisted primarily of basic earnings i.e., basic wages and dearness allowance or consolidated wages. Dearness allowance in addition to basic wages was being paid in all the workshops surveyed and in all such establishments it had been linked to income slabs. House Rent Allowance constituted nearly 5 per cent. of the total earnings, other components being overtime pay, production/incentive bonus, night shift allowance and other allowances.

Nearly 67 per cent. of the workshops were working one shift daily, about 27 per cent. two shifts and the rest were working three shifts daily. No railway workshop had more than a 48-hour week though daily hours exceeded 8 in some cases where suitable adjustments had accordingly been made. Night shift was being worked in about 12 per cent. of the workshops in the Industry, all of which were of large size. Night shift workers were being allowed change-over to day shifts on a rotational basis.

Rest interval of at least half an hour was being allowed to workers in all the workshops. The spreadover varied from less than 9 to more than 9 hours a day.

In regard to such basic necessities as latrines and urinals, the position was found to be more or less satisfactory as the percentage of workshops where these facilities existed was about 93 and 87 respectively.

Earned leave with pay was being allowed to workers in all the workshops surveyed. It is estimated that, during 1960, about 98 per cent. of the employees had availed of earned leave. The benefit of casual leave was available only to administrative, professional, technical and clerical employees employed in government workshops only. Though there was no particular provision for the grant of sick leave, leave on half average pay, admissible to workers employed in government workshops, could, in case of sickness, be commuted into leave on full pay. National and festival holidays were being allowed to workers in all the workshops surveyed and the number of days allowed in a year was 15. Weekly day of rest was being allowed to workers in all the workshops surveyed and the payment for such weekly off was being made to all excepting a few casual hands.

Suitable arrangements for the supply of drinking water were found to be existing in all the workshops surveyed and cooled water was being supplied during summer months in about 79 per cent. of the workshops required to do so. In none of the workshops surveyed the drinking water points were situated within the prohibited distance. Washing facilities were found to have been provided in almost all the workshops and bathing facilities existed in nearly 25 per cent. of them.

About 89 per cent. of the workshops required to provide canteens had actually done so. In nearly 76 per cent. of the canteens only tea, coffee, cold drinks and snacks were being sold while in the rest arrangements for the sale of meals had also been made. Canteen, Managing Committees existed in nearly 75 per cent. of the workshops having canteens and in nearly three-fourths of such canteens, items were being sold on no-profit-no-loss basis. In the rest, the rates charged were the market rates. Only approximately 13 per cent. of the canteens were being run through the contractors; the rest were either under the direct charge of managements or being run jointly by the management and workers or through co-operative agencies functioning in the concerned units. In general, the location and hygienic conditions of most of the canteens were satisfactory. The provision of creches, though obligatory in only one of the units surveyed had not been provided. Of about 13 per cent. of the railway workshops under a statutory obligation to provide rest shelters none had fulfilled the obligation though nearly 44 per cent. of the units surveyed had provided this facility on their own.

Arrangements for recreation of workers in the form of facilities for in-door and out-door games as also arranging of some cultural activities existed in about 67 per cent. of the units in the Industry. The cost of the recreation facilities provided was being met chiefly with finance from the Staff Benefit Fund and contributions collected from the workers. Schools for providing education to the workers' children were being run in about 64 per cent. of the workshops. In about 45 per cent. of the workshops providing educational facilities no fee was being charged for classes upto the primary standard. Adult education centres were also being run in about 25 per cent. of the workshops.

Railway hospitals/dispensaries existed in all the places where the sampled workshops were located. Of the workshops required to provide ambulance rooms, nearly 37 per cent. had done so. First-aid boxes were being maintained by all the workshops surveyed and were under the charge of the trained first-aiders in almost all workshops. In nearly 85 per cent. of the workshops maintaining first-aid boxes the contents of these boxes were found to be complete.

The facility of free transport from residence to workshop and back was being enjoyed by workers in nearly 47 per cent. of the workshops. Co-operative credit societies and co-operative consumer stores were functioning in approximately 51 and 37 per cent. of the workshops, respectively.

Housing facility was available to workers in about 87 per cent. of the workshops though the extent of accommodation provided varied from workshop to workshop. The benefit was not extensive either as only about 25 per cent. of the total workers had been housed. Nearly 55 per cent. of the houses provided were one-room tenements, 40 per cent. two-room and the rest consisted of three or more rooms.

On account of the replacement of the State Railway Provident Fund Scheme, with the Pension Scheme with effect from 16-11-1957, workers employed in government railway workshops, at the time of the Survey, were entitled to the benefit of pension only. However, those in service prior to 16-11-1957 had been given the option to retain the benefit of contributory provident fund, the rate of contribution being  $8\frac{1}{2}$  per cent. of basic wages, both for the employees and the government. In the only non-government workshop surveyed, there was no pension scheme and the employees were enjoying the benefit of contributory provident fund subject to the same conditions as in the government workshops. It is estimated, that on the specified date, about 85 per cent. of the railway workshop employees were members of contributory provident funds. As regards pension which was, payable to employees in government railway workshops only, the rate was the same as applicable to Central Government employees. It is estimated that as on 30-6-1961 nearly 684 employees were receiving pension.

Gratuity schemes were in force in all the workshops surveyed and an estimated number of 2,713 employees had received gratuity payments during the year ended June, 1961. During the same period, accidents took place in nearly 67 per cent. of the railway workshops, involving an estimated number of 19,842 workers. Most of the workers involved in accidents suffered only temporary disabilities.

Statistics of industrial disputes show that there was considerable loss of man-days in the Industry, during 1960 when the Central Government employees went on general strike. Trade unions existed in nearly 60 per cent. of the railway workshops and about 58 per cent. of the workers in the Industry were members of these trade unions. Trade unionism had developed more in large workshops than in the smaller ones. Trade unions had been accorded recognition by the managements in almost all workshops.

Collective agreements had not been concluded in any of the workshops surveyed. Survey has revealed that since the government railway workshop employees were being governed by the Indian Railway Establishments Code, Standing Orders as required under the Industrial Employment (Standing Orders) Act, 1946, had not been framed. However, about 40 per cent. of the workshops were under a statutory obligation to appoint Welfare Officers and all of them had done so. Since some other workshops had also appointed Welfare Officers, the proportion of workshops having Welfare Officers, in the Industry as a whole, was about 67 per cent. Workshop Staff Councils, parallel to statutory Works Committees, had been constituted in about 60 per cent. of the workshops required to do so which at the Industry level constituted about 40 per cent. of the workshops. Production Committees for discussing the ways and means of improving production were functioning in about 9 per cent. of the workshops, all of which were of large size. Safety First Committees had been constituted in about 33 per cent. of the workshops.

Data pertaining to labour cost collected in respect of workers receiving less than Rs. 400 per month show that, in 1960, the cost per man-day worked in the Industry was Rs. 7.46. It was higher in large workshops than in the small ones. 'Wages' i.e., basic wages, dearness allowance and incentive/production bonus alone accounted for about 79.4 per cent. of total labour cost. Other important elements were social security contributions (7.1 per cent.), other cash payments (6.0 per cent.) and subsidies (4.0 per cent.).

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## APPENDIX

### *A Brief Note on the Sample Design and the Method of Estimation Adopted*

#### 1. Sample Design—

For the Survey of Labour Conditions, a stratified sampling design with industry as a stratum, with further regional strata for those industries which were found to be highly concentrated in particular regions or areas, was followed. The registered factories belonging to those industries for which regional stratification was found necessary were stratified and each centre or area of high concentration was taken as a separate regional stratum of the industry and the remaining scattered factories were clubbed together into a single residual stratum. Units in each industry/regional stratum were divided into two size-groups i.e., upper and lower. The cut-off point used for the classification of units into two size-groups was the same as used for the Wage Census conducted by the Bureau in 1958-59 i.e., approximately equal to the average size of employment in the Industry. However, in the case of this Industry there was no regional stratification and sample units were selected from the All-India list.

In regard to sample size, it was thought that a sample of 25 per cent. from upper size group and 12.5 per cent. from the lower size-group would yield reasonably good results and the samples were drawn accordingly.

The ultimate sampling units, namely registered factories within an industry/regional stratum were arranged by contiguous States and within each State by contiguous districts in a serpentine fashion so that districts formed a continuous chain from one State to another. Having arranged the list of units in the above manner, the units above the optimum cut-off point were taken in the upper-size class and the rest in the lower-size class. From these size-groups, the required number of units were selected by systematic sampling with a random start. The frame on the basis of which the sample was selected in the case of Railway Workshops was the list of Registered Workshops for the year 1959.

#### 2. Method of Estimation—

In the course of this Survey, various characteristics were studied, some of which were correlated with employment whereas there were others which were not so correlated. Consequently, slightly different methods were used for working out estimates for these two cases. For estimating the totals of those characteristics which are highly correlated with employment such as absenteeism, labour turnover, earnings, labour cost, ratio of total employment was used as the blowing up factor. On the other hand, for estimating the totals of those characteristics which are not directly correlated with employment such as, daily hours of work, units levying fines, etc., the ratio of

units was used as the blowing-up factor. Estimates of percentages have been arrived at by computing in each case the ratio of the estimates of the totals for the two characteristics involved.

More precisely, the estimates for the total (for all-India) of a particular characteristic —x not correlated with employment in the Industry has been obtained as :

$$X = \frac{N_u - N'_u}{n_u - n'_u} \sum_i X_{iu} + \frac{N_L - N'_L}{n_L - n'_L} \sum_i X_{iL} \dots \dots \dots (1)$$

The summation extending over all the sampled units surveyed in the Industry.

- Where  $X$  = the estimated total of the x characteristic for the Industry.
- $N_u$  and  $N_L$  = the number of units in the original population as featuring in the 1959 list, which was used as frame, in the upper and lower size-groups respectively of the Industry.
- $N'_u$  and  $N'_L$  = the number of units which featured in the 1959 list but were not featuring in the list relating to the period more or less coinciding with the period of the Survey in the upper and lower size-groups respectively of the Industry.
- $n_u$  and  $n_L$  = the total number of units in the sample (from 1959 list) in the upper and lower size-groups respectively of the Industry.
- $n'_u$  and  $n'_L$  = the number of sampled units, which were found at the time of the survey to be closed or to have changed the line of production and hence left out in the upper and lower size-groups respectively of the Industry.
- $X_{iu}$  and  $X_{iL}$  = the total of the characteristic x in the i-th sample unit of the upper and lower size-groups respectively of the Industry.
- In the industry the estimate for the characteristic by correlated with employment is given by

$$Y = \frac{E_{N_u} - N'_u}{E_{n_u} - n'_u} \sum_i Y_{iu} + \frac{E_{N_L} - N'_L}{E_{n_L} - n'_L} \sum_i Y_{iL} \dots \dots \dots (2)$$

The summation extending over all the sampled units surveyed in the Industry.

- Where  $Y$  = the estimated total of the characteristic y for the Industry.
- $E_{N_u} - N'_u$  and  $E_{N_L} - N'_L$  = the total employment in 1959 in the  $N_u - N'_u$  and  $N_L - N'_L$  units respectively of the Industry.
- $E_{n_u} - n'_u$  and  $E_{n_L} - n'_L$  = the total employment in 1959 in  $n_u - n'_u$  and  $n_L - n'_L$  sampled units respectively of the Industry.
- $Y_{iu}$  and  $Y_{iL}$  = the total of the characteristic y in the i-th sampled unit of the upper and lower size-groups respectively of the Industry.





